

# Evaluation Report

Tavistock Townscape Heritage Initiative  
August 2020



The European Agricultural Fund for Rural Development. Europe investing in rural areas has supported Tavistock Townscape Heritage Initiative to improve town centre buildings.



West Devon  
Borough  
Council



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# 1

## INTRODUCTION



Richard Downer Photography

*Butchers' Hall, developed by the 7th Duke of Bedford circa 1860, was brought back into beneficial use through the TTHI.*



## 1.1 Executive Summary

This is a summative evaluation report of Tavistock's Townscape Heritage Initiative (TTHI) – a £2.2m project to revive the town centre by preserving and regenerating key heritage assets. This has primarily been through grants given to local property owners, businesses and organisations to carry out urgent repairs and restoration works to historic properties, alongside public realm enhancements within the Tavistock Conservation Area and World Heritage Site.

The TTHI was jointly funded by the National Lottery Heritage Fund, Tavistock Town Council, West Devon Borough Council, the Greater Dartmoor LEAF, Devon County Council, planning agreement contributions and private commercial property owners. This funding responded to a prior lack of investment in Tavistock's heritage infrastructure accompanied by a declining retail sector with many historic buildings in a poor state of repair.

This independent evaluation was undertaken during the Scheme's final year, primarily through interviews and survey work with stakeholders, review and analysis of existing records and desk-top research. Evaluation findings conclude that the Tavistock Town Council (TTC), as the Scheme's accountable body, have successfully delivered a significant level of improvement to the historic townscape through the TTHI.

The TTHI has achieved its overall aims and uplifted the general environment of the Conservation Area and setting of the World Heritage Site through the following :

- Awarded 7 individual third-party grants, which helped to repair 6 different buildings in the town centre, including reinstating 3 shopfronts.
- Refurbished 2 'critical' buildings (Pannier Market and Butchers' Hall) where quality workmanship has been widely recognised.

- Brought 589 sqm of commercial floorspace and 2 vacant buildings back into commercial use.
- Improved over 1530 sqm of public realm (with another 1251sqm nearing completion, as delayed by Covid-19).
- Created 29 FTE jobs, and safeguarded 64FTE in the Pannier Market, supporting over 150 market traders.
- Delivered 44 hours of training and provided over 300 people, including young people, with opportunities to learn about heritage skills aimed at preserving and protecting the town's built environment. Over 3,000 people attended events and activities promoting the town's heritage.

The TTHI was delivered to budget, but not all intended outputs have been achieved, although this is not unusual for schemes of this nature. Uplifts in costs from inadequate early estimates meant fewer projects were completed overall. The Scheme faced challenges. The fact no third tier Council had delivered a THI scheme before meant it took a while to gain momentum. High turnover of project managers impacted on delivery continuity, and there was reduced support from partners.

This report demonstrates that Tavistock's economic future has been strengthened as a result of the TTHI. The investment has gone beyond bricks and mortar supporting the local economy during a very uncertain period of decline, by growing the capacity within Tavistock's vital market sector, improving people's experience of a high quality environment within the town centre and enhancing Tavistock's status as a historic, distinctive market town.

For those who are time-poor, Section 4 summarises the 10 projects. Section 8 provides an overview of the successes, weaknesses, lessons learned and recommendations.

## 1.2 Introduction to this Evaluation

### Purpose and scope of this evaluation report

The evaluation was commissioned by Tavistock Town Council on behalf of the TTHI Project Management Board (PMB). The submission of an end-of-project evaluation report prior to scheme completion is an obligatory part of the National Lottery Heritage Fund (NLHF) grant award.

This independent report aims to objectively assess the outputs of the scheme, and level of success in achieving a range of short, medium and longer-term changes that the Scheme sought to bring about to the town's heritage, the people involved, and the wider Tavistock community. This report aims to communicate impacts and inform the funders, elected members and other stakeholders about lessons learned and insights that could benefit other regeneration initiatives undertaken in future.

### Evaluation methodology

An independent evaluation consultant was commissioned in the final year of the programme's 5-year delivery to objectively assess the extent the scheme achieved its 6 funded aims:

1. Uplift the general environment and setting of the Conservation Area and World Heritage Site.
2. Address the urgent needs of key buildings at risk at the commercial heart of the town.
3. Bring vacant and underutilised buildings back into beneficial use.
4. Help to address the weaknesses in the local economy by increasing business turnover, improving income and skill levels, thus safeguarding and creating jobs, both directly through the building and repair works and by boosting business performance.

5. Improve knowledge and public understanding of the historic environment through education and training events and programmes.
6. Increase the commitment of both local people and key partners to the enhancement and preservation of the town's historic environment.

The evaluation was conceptualised using a logic model, which sets out the links between activities, expected outputs and outcomes for key elements of the scheme (see Figure 1a). An indicator framework was devised to determine the specific observable evidence needed to indicate if an output or desired change had been achieved.

Evidence has been gathered and reviewed to assess what actually happened, what worked, what didn't and what various stakeholders thought about the scheme's work. This evaluation tries to balance counting key output data, such as amount of floorspace brought back to beneficial use or jobs created with exploring the narrative of the programme to understand drivers and barriers that underpinned success. The mixed method approach to evaluation activities included the following:

- A document and assets review of project records including monitoring information held by Tavistock Town Council reported to NLHF, PMB meeting minutes and photographs. This included accessing and summarising activity details and delivery outputs.
- Collating and analysing already collected feedback e.g. skills workshops and lecture series feedback.
- Semi-structured phone interviews with a range of stakeholders including grants recipients, professional advisors, contractors, grants panel members, stakeholders in the local heritage and business community (see Appendix 9.1 for a list of Project

interviewees). Interviews conducted were intended to collect more qualitative information. Participants were asked to quantify their views in a variety of ways to allow comparisons to be made.

- End-of-scheme review workshop with PMB
- Survey work with local businesses, Pannier Market stall holders and the local community, including visitors.
- Desk research to review available data relating to direction of travel since baseline.
- Observation sessions and site visits which included informal conversations with community members and visitors.

### Limitations of this evaluation

As this evaluation commenced in the final year of the programme's 5-year delivery phase, painting a full picture of the scheme and engaging thoroughly with its challenges has not been straight forward. The passage of time meant that some stakeholders had moved on or retired. No formal interim review had taken place and the high turnover in project manager role meant access was somewhat difficult to records and quantitative information that should have been assimilated by the project manager role. The final year project manager function was provided through an outsourced consultancy approach, which had limited knowledge of the scheme's early delivery.

**Baseline considerations.** The original evaluation approach outlined in the 2013 stage 2 funding bid emphasised assessing changes to the town's economy through 'monitoring of standard economic indicators', however this relied heavily on regional data presented for context as a baseline. It is not feasible in this evaluation to demonstrate a direct causal link resulting from the THI programme to changes in regional figures e.g. West Devon economic productivity or unemployment and income levels. The original evaluation approach outlined the need to conduct baseline

surveys early in the scheme, but with changes in project managers no baseline survey specific to town centre businesses was finalised in order to compare with post-completion. Specific local data used as a baseline such as 'tourism booking data' from the town's Visitor Information Centre ceased being collected.

Given the above baseline considerations, it has been problematic to evidence the wider 'whole value' of the THI investment. This evaluation focussed on capturing the direct effects of the investment through primary research with main stakeholder groups, asking for information relevant to prevailing views and conditions prior to the implementation of elements of the scheme, and then subsequent changes in these. In this way, main stakeholders of the project have provided evidence of the success or otherwise of the project in its totality and of specific initiatives.

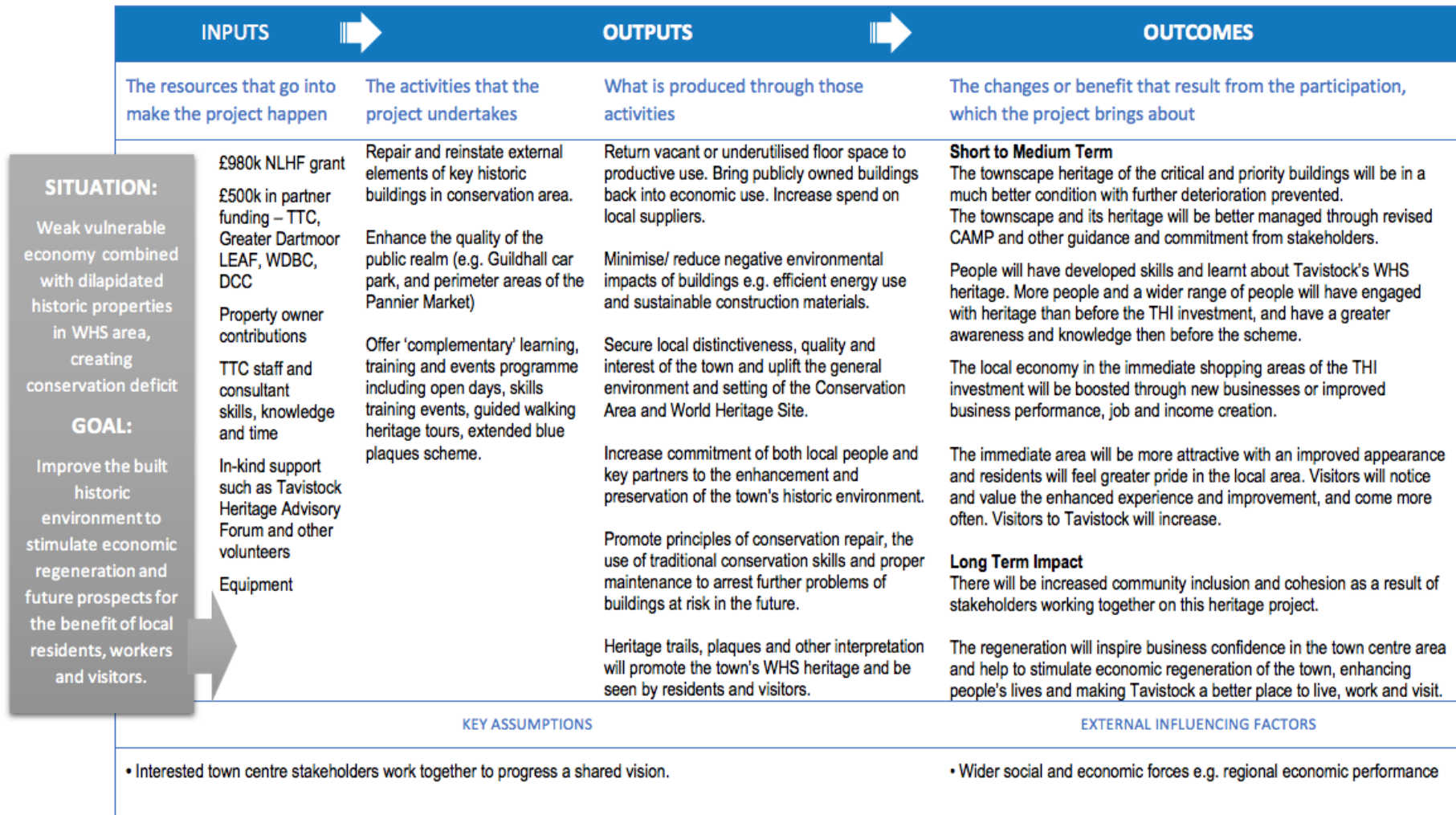
**Impact of COVID-19 Pandemic.** Plans for community views to be collected during Spring 2020 were impacted by COVID upheaval. As a result, fewer responses have been collected and questions were of a shorter nature to encourage uptake, so did not include socio-demographic monitoring. In total, 78 respondents provide a sample of a diverse range of views of town centre users, rather than statistically accurate representation of the local population's views.

At the time of writing, the Guildhall Square public realm scheme was not yet complete. The COVID related delays to this final project meant outcomes from this major enhancement could not be captured.

### Dissemination of evaluation findings

At the time of writing, a dissemination plan for this report is being drawn up with Tavistock Town Council in order to share the learning that has been distilled from the Scheme evaluation.

Figure 1a Tavistock THI Logic Model





# 2

## BACKGROUND



*Newly fabricated signage on Kingdon House*

## 2.1 Tavistock's Need for Heritage-led Regeneration

### 2.1.1 The historic context of the built environment

Tavistock is situated in an area of great natural beauty between Dartmoor National Park and the Tamar Valley Area of Outstanding Natural Beauty. As the largest market town in West Devon, it is home to a population of approximately 13,000 (as of 2011 census), and another 20,000 in the surrounding rural areas. Residents and visitors from a wide catchment, including Plymouth, are drawn to the town centre shops and markets which provide independent retail and specialist services. Tavistock's impressive townscape is an appealing feature, due to prestigious 19th century buildings, and attractive spacious streets and squares. The unique character of Tavistock's built historic environment is connected with its mining heritage.

Tavistock was once home to a thriving medieval Benedictine abbey and at the Dissolution, King Henry VIII transferred the abbey and most of its assets to his advisor, John Russell, the first in a succession of Earls and Dukes of Bedford to own much of the town. Tavistock's 19th century economy and society were transformed by the expansion of metal mining around the town and nearby Tamar Valley. The 6th and 7th Dukes used the revenues from copper mines to redevelop the town centre and provide fine public buildings<sup>1</sup>. These include some buildings that have benefitted through this Townscape Heritage Initiative Scheme, such as the Pannier Market, Butchers' Hall, and 'model' Bedford cottages built for industrial workers.

The Tavistock Conservation Area (CA) was designated in 1969 to include the town centre and various historic streets which radiate from it. Since

2006, Tavistock is part of the UNESCO Cornwall and West Devon Mining Landscape World Heritage Site which greatly enhances the status of the CA. Following a detailed CA review, a revised and extended CA boundary was designated in 2010 in part, to reflect the more generous World Heritage Site boundary.

### 2.1.2 Issues with the historic environment

Maintaining significant historic buildings in a weakening economic climate can be challenging. Some maintenance neglect and poor past repairs using inappropriate materials had adversely affected numerous buildings, leaving some in a dilapidated and critical condition. Tavistock's high streets suffered from selected shop-fronts in poor condition, characterised by high-levels of decay beneath peeling paintworks. The large number of listed and historic buildings in the CA needing urgent repair and restoration exacerbated the size of the problem which was accentuated by high annual rainfall.

#### Conservation deficit

With much of the commercial property in the town centre being of conservation value, the costs of heritage-sensitive repairs are often more than any uplift in property value generated by the repairs, especially with historically accurate reinstatements as required by the Local Planning Authority (LPA). This requirement protects the historic quality of the built environment for future generations and ensures developments consider the 'Outstanding Universal Value' of the World Heritage Site designation. Consequently, property owners in Tavistock can face a 'heritage or conservation deficit' where there is little or no incentive to undertake more than basic property maintenance. This creates a cycle of

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<sup>1</sup> WDBC. (2009) *Tavistock Conservation Area Character Appraisal*. P1-2

underinvestment, where properties deteriorate, the conservation deficit widens and the quality of the commercial environment worsens, further discouraging investment. This conservation deficit provides the justification for public intervention in historic properties to help kick-start a programme of heritage-led regeneration.

### Public realm challenges

The character and quality of some areas of Tavistock's public realm detracted from the status and setting of the historic environment and weakened the town's identity. The public realm is vital to Tavistock because it is a focus of the town's commercial and public life. The Tavistock Public Realm Strategy<sup>2</sup> identified numerous visual and physical barriers which compromised the overall character and quality of the town centre environment. Unnecessary clutter, inconsistent and poor quality street furniture, haphazard use of materials and the challenge for pedestrians to navigate around traffic, all detracted from surrounding buildings. This required significant investment to rectify.

## 2.1.3 The economic and social case for intervention

### Challenging local economic conditions

The commercial heart of Tavistock is the main driver of the local economy, and despite the superficial appearance of a prosperous town centre, Tavistock faced a number of key challenges. In 2011, the 'Case for Intervention' by University of Plymouth's applied research unit SERIO, provided an objective assessment of the socio-economic characteristics of the wider Tavistock Market Town Area (TMTA), which extends to the rural hinterland and included a population of 33,000. This paper proposed a rationale for the urgent need for regeneration investment in Tavistock

and demonstrated fundamental structural weaknesses, pockets of acute deprivation and poor medium-term prospects for the Town. Specifically, SERIO's analysis concluded that the half of West Devon Borough covered by the TMTA:

- suffered from depressed economic productivity and low confidence levels within the business community;
- was experiencing a decline in tourism with a retail sector beginning to show signs of deterioration;
- had a commercial property market characterized by high conservation deficits and associated under-investment, poor rental returns and impaired yields;
- had pockets of acute social and economic deprivation, high levels of economic inactivity and higher than average levels of long-term unemployment;
- suffered from worrying gaps at all levels of education and skills attainment within the younger demographic cohorts.

### The role of town centre regeneration

The 'Case for Intervention' concluded that there was a clear need for investment in the historic fabric of the town centre and that through this investment, the commercial property market would improve and initiate a virtuous cycle of development, which would in turn realise benefits in society. An improved built environment would serve to pull in greater tourist numbers and day-visitors attracted by the distinctive and high-quality retail offer, generating considerable local economic benefit.

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<sup>2</sup> LDA Design, (2014) *Tavistock Public Realm Strategy*, Commissioned by TTHP

## 2.2 The Development of the Tavistock THI Scheme

### 2.2.1 What is a Townscape Heritage Initiative?

The Townscape Heritage Initiative is a National Lottery Heritage Fund (NLHF) programme which helps communities halt and reverse physical decline in the built historic environment of conservation areas in need of investment across the UK. It supports partnerships of local and regional interests by funding physical works to repair and enhance the historic area, focussing resources on quality detailing and material. A THI has to provide local people with the opportunity to learn new heritage skills and inspire the local community to get involved with their townscape heritage. A THI should benefit local residents, workers and visitors by encouraging business confidence and creating attractive vibrant townscapes.

The operating principle of a THI is that funding partners contribute to a joint 'common fund', with NLHF providing a percentage of the total amount. Funding can be either spent directly by the Accountable Body (lead applicant) and/or by providing 'third-party' grants to others who have been deemed eligible for support, including private owners, to carry out work to their properties where it contributes to the aims of the overall scheme. In such instances, public benefit is expected to be greater than private gain.<sup>3</sup>

### 2.2.2 History of the Tavistock THI funding bid

In 2008, West Devon Borough Council (WDBC) set up an unincorporated partnership called the Tavistock Townscape Heritage Partnership (TTHP)

to coordinate the submission of an application to NLHF for Townscape Heritage Initiative funding support. The TTHP had a wide composition including the Local Authorities (Town, Borough and County), local businesses (through groups like the Chamber of Commerce, Business Improvement District Company, Business Association) and community groups (Tavistock and District Local History Society, Tavistock Forward, Tavistock Subscription Library and Tavistock Museum)<sup>4</sup>.

The first priority of the TTHP was to initiate a review of Tavistock's Conservation Area through an appraisal and to develop a Management Plan to address the range of challenges and issues facing the historic infrastructure of the town. The first attempt to bid for Townscape Heritage Initiative funding failed in 2008, but in spite of this the TTHP continued towards its vision. Tavistock Town Council (TTC) became the Accountable Body for the scheme after WDBC withdrew from this potential role. This was just before the THI steering group of the TTHP were successful at a 2nd attempt in 2013, securing a stage 1 development grant of £36,000 from the NLHF to progress proposals to the next stage.

During this development phase the Conservation Area Character Appraisal and Conservation Area Management Plan were reviewed and updated, and a public realm strategy was established to bring forward specific proposals for those public spaces which form part of the TTHI scheme. Complementary initiatives to support the aims and objectives were also broadly agreed for the TTHI. A successful stage 2 bid of £980,000 was then awarded by NLHF in September 2014 to commence the scheme, which then had a total of £1,480,000 committed from 5 funding partners (NLHF, TTC, WDBC, DCC, Greater Dartmoor Local Enterprise Action Fund)

<sup>3</sup> Heritage Lottery Fund, (2015), *THI application guidance*.

<sup>4</sup> Terms of Reference TTHP (2008), from Appendix 1 of TTHI Stage 2 application



### 2.2.3 The THI target area

The TTHI target area is within the CA and WHS boundaries and focussed on the business centre of the historic town in order to concentrate investment and provide exemplars for the future management of the historic environment (outlined in green in Figure 2a). The area encompasses the town centre's most important historic buildings and parts considered most vulnerable to further economic downturn or stagnation, such as the economic decline happening within the medieval streets on the fringes of the town centre - West Street, Market Street and King Street.

To secure National Lottery funding, an assessment was made of all the buildings in this THI area and priorities made based on condition, use, historical significance and townscape prominence. 'Critical' buildings in urgent need of investment were determined as the Pannier Market and Butchers' Hall, with further buildings put forward in a priority ranking (this prioritisation is explained in section 3.3.1).

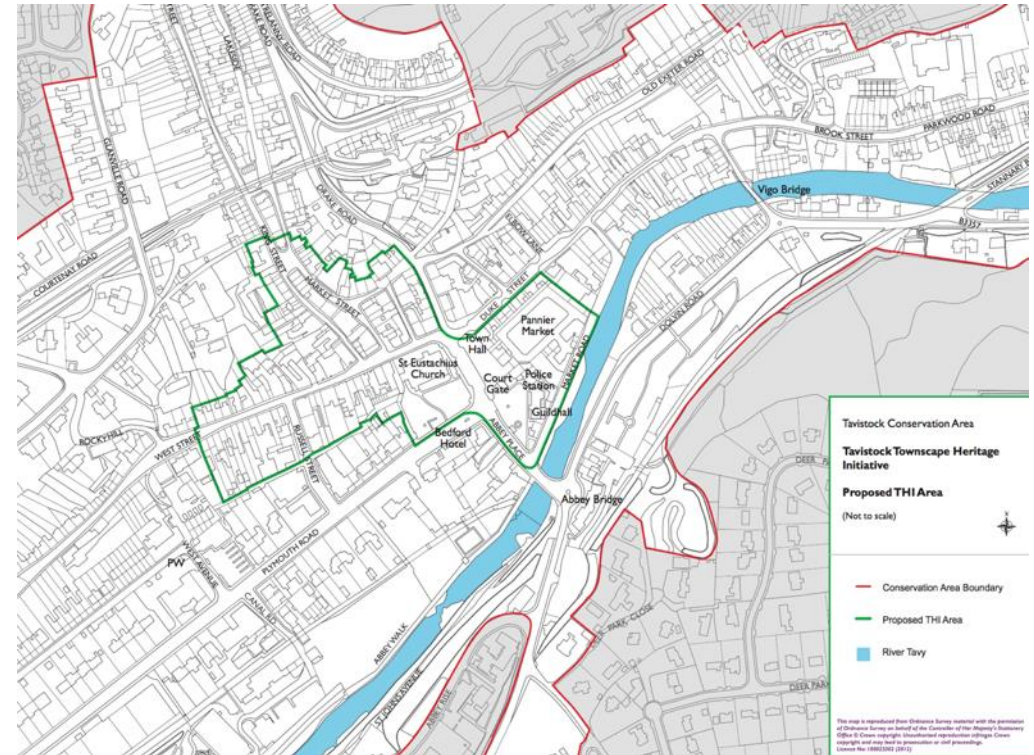


Figure 2a, Proposed THI Area – within the red CA boundary

# 3

## WHAT THE SCHEME SET OUT TO ACHIEVE



Richard Downer Photography

*Extensive work was required on 1 Church Lane*

### 3.1 Scheme Aims and Anticipated Outcomes

In response to the need for heritage-led regeneration in Tavistock, the TTHI Scheme's principle purpose was to co-ordinate public sector funding and leverage further private sector funds. This would not only arrest deterioration of buildings but also secure sustainable improvements to both the appearance of the town's historic environment and the local economy.

The overall vision for Tavistock's regeneration was established and formally adopted for the stage 1 submission made by the Tavistock Townscape Heritage Partnership in 2012, and states:

*"Tavistock will be an enduring and prosperous economy, with a range of good quality employment opportunities for local people. The unique qualities of the town will be conserved and enhanced and new development will have been delivered in harmony with local styles, giving Tavistock a real sense of place."*

#### Stated aims

During the Scheme's development phase, the following aims were refined in order to deliver NLHF outcomes for people, place and community. These 6 aims were then built into the heart of the programme design:

1. Uplift the general environment and setting of the Conservation Area and World Heritage Site.
2. Address the urgent needs of key buildings at-risk at the commercial heart of the town.
3. Bring vacant and underutilised buildings back into beneficial use.
4. Help to address the weaknesses of the local economy by increasing business turnover, improving income and skill levels,

thus safeguarding and creating jobs, both directly through the building and repair works and by boosting business performance.

5. Improve knowledge and public understanding of the historic environment through education, learning and training events and programmes.
6. Increase the commitment of both local people and key partners to the enhancement and preservation of the town's historic environment.

#### Objectives

More specifically the stated objectives of the Scheme in the stage 2 bid to NLHF were to:

- Secure the repair and reuse of identified critical projects within the lifetime of the scheme.
- Significantly reduce the number of other historic buildings within the town centre in disrepair or underuse by addressing target buildings in the first instance.
- Promote the authentic reinstatement of lost architectural detail of target and other properties in order to secure the local distinctiveness, quality and interest of the town.
- Further engage the local community in promoting a sense of civic pride and awareness of the value of the historic environment.
- Promote principles of conservation repair and proper maintenance to arrest further problems of buildings at risk in the future.

### 3.2 Plans for Scheme Management and Administration

#### Scheme structure

The TTHI was managed and administered by Tavistock Town Council (TTC), which was the ‘accountable body’ for the Scheme. A THI Steering Group, which was formed by the Tavistock Townscape Heritage Partnership to guide the preparation of the successful stage 1 submission to the NLHF in 2012, was replaced by a Project Management Board during the delivery phase. The structure chart at Figure 3a details the planned lines of accountability.

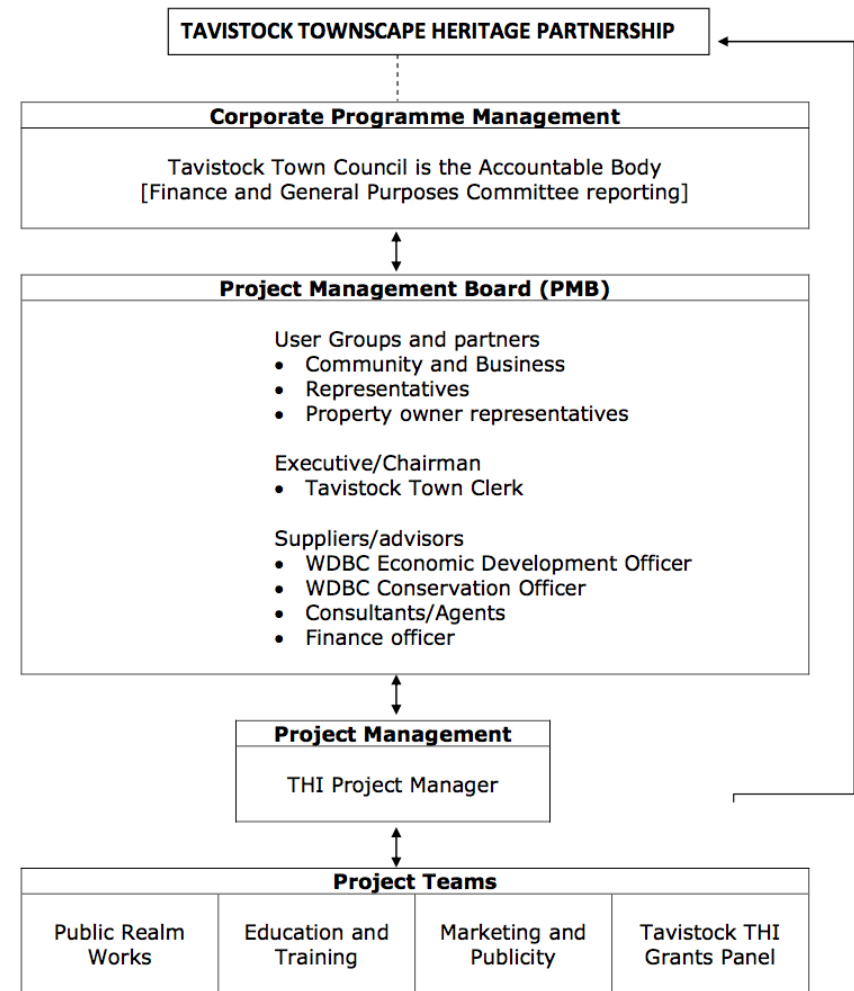
#### Project management board

The Project Management Board was to include a representative mix of community, business and property-owner members to lead the TTHI strategically, and be chaired by the Town Clerk as senior executive of TTC. Day-to-day Scheme delivery was to be responsibility of an experienced project manager, to be appointed by TTC following the successful stage 2 bid process.

#### Project manager

The project manager role was to implement the ‘Tavistock THI Strategy and Action Plan’ to meet overall programme targets and outputs, with a focus on delivery of eligible THI grant-funded projects. This would involve encouraging and advising applicant schemes, reporting and financial administration, processing claims, and liaison with stakeholders in ensuring compliance with grant conditions. The project Manager would also promote the scheme and implement the complementary training and engagement initiatives.

Figure 3a TTHI Structure Chart



The Project Manager will be the main point of contact with the HLF on all these matters



### The project team

Dedicated members of staff, including the project manager, administration and support resources and any external advisors or consultants such as a quantity surveyor, were to be engaged by TTC as the 'accountable body'. The TTHI was to receive in-kind technical support and the active involvement of local authority staff from WDBC via such roles as heritage specialist, economic development officer, communications officer and senior planning officer.

### Financial management

Financial management of the TTHI common-fund was to be overseen by the TTC town clerk who would account for the overall funding of the project. The Scheme accounting would be maintained on the council's financial information system under a separate designated account. Draw-down payments from the common-fund were to be allocated to each project according to the breakdown of its eligible reinstatement or repair work. The project support team would maintain a detailed record of certified payments to inform an audit of the fund and funding partners. Two substantial audits would scrutinise the robustness of the financial management system to ensure effectiveness.

### Grants panel

The PMB delegated the assessment of third party grants to a grants panel, which had its own terms of reference and was to report progress back to both the Partnership and TTC. The grants panel was to consist of key members of the Partnership, including representatives from local businesses, funding partners, TTC, West Devon Borough Council and Devon County Council. Figure 3b illustrates the planned grant application and offer process. The eligibility of critical and target properties was to be based on:

- Condition and degree of risk

- Architectural and historical significance
- Ability to meet programme outcomes
- Potential for enhancement or the reinstatement of architectural detail.

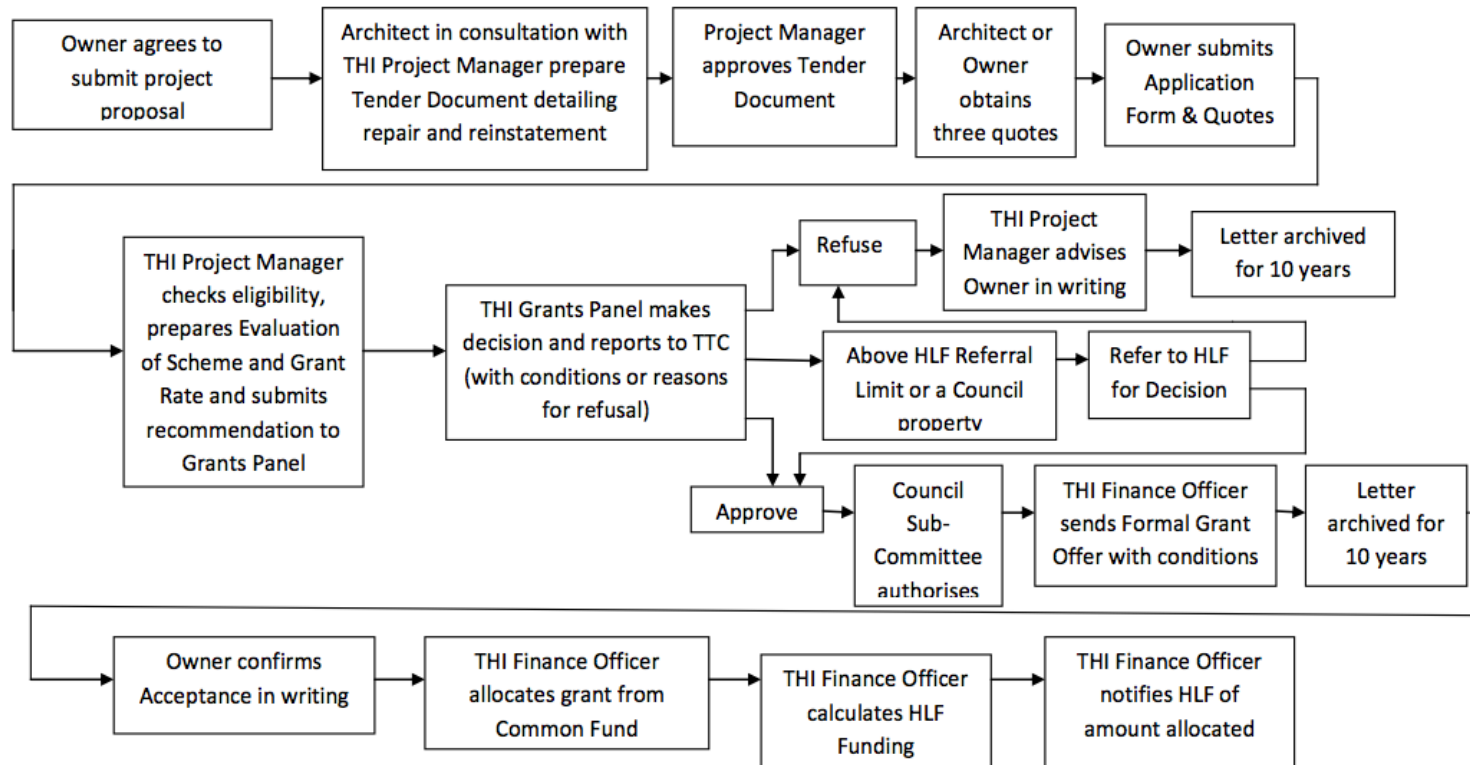
### Intervention rates to reflect 'conservation deficit'

Grant rates of 60% (for repairs) and 85% (for reinstatement of architectural detail) were proposed to give owners the incentive to take up grants and overcome the lack of recognisable market confidence as works were unlikely to provide any uplift to the value of the properties.

### Clawback provision

As the TTHI would be making grants to private owners, strict 'clawback' conditions to prevent such owners making quick profits from public funding were established. This would require for the grant to be repaid on a sliding scale if the owner disposed of his/her interest in the property within a period of ten years following the completion of the Scheme and for that period the owners would need to make a financial commitment to a management and maintenance programme to ensure that the restored buildings are kept in good condition.

Figure 3b - Grant Application and Offer Process



### 3.3 Summary of the Scheme's Action Plan

The scope and overall priorities of the TTHI were defined in the stage 1 NLHF bid submission and confirmed during consultations with partners and stakeholders during the funded development phase, with only minor adjustments made to priorities. The Scheme aims were to be achieved through delivery of the TTHI Action Plan, which outlined the delivery strategy, programme, expenditure, risk management and anticipated outputs. The programme for Year 1 was developed for the stage 2 bid submission in 2014, with subsequent years to be prepared annually based on review of preceding years. Below is a summary of main elements that the TTHI Action Plan was to deliver. Section 5 of this report reviews what has been delivered against this Action Plan.

#### 3.3.1 Approach to scheme priorities

During the development stage of the TTHI, surveys were undertaken of all the target buildings identified from the stage 1 rapid assessment of the target area, and basic repair schedules were drawn up which estimated the repair and reinstatement costs. These were summarised in a 'Gazetteer of Eligible Properties'<sup>5</sup> which presented critical, priority and reserve projects.

#### Critical projects

The Pannier Market and adjacent Butchers' Hall buildings were identified as critical projects to the success of the TTHI, as their repair was directly linked to their contribution to the local economy and prosperity of the town. They also had a clear commitment from the property owner (TTC) to proceed with a grant application. These buildings have a significant

heritage value, being situated around Bedford Square, an outstanding group of buildings of high architectural quality within the WHS town centre.

#### Priority projects

These were further evaluated during the development stage and revised down to 9 properties, using the criteria: heritage significance, landmark qualities, building condition and the opportunity to restore detail. The prioritisation process also took account of views expressed in the public consultation.

#### Reserve projects

A list of further eligible reserve projects was drawn up to be brought forward if any accumulation of savings enabled the existing budget to extend further than expected. These were listed buildings or undesignated heritage assets that make a positive contribution to the character of the Conservation Area.

#### Public realm

The Public realm priorities to be addressed by the TTHI were guided by the Public Realm Strategy for Tavistock<sup>6</sup>, and evidence from this process would be used to inform the project's design scheme. The 3 areas identified for enhancement and resurfacing where public realm was considered poor were Guildhall Square, the Pannier Market surrounds, and Market Street. Bank Square was held on a reserve list. These public realm proposals would attract a grant at 100% for the extra cost of using materials that enhance the Conservation Area over the basic cost of using like for like replacement materials.

<sup>5</sup> TTC, THI NLHF Submission Appendices 9 (2014), p28-25.

<sup>6</sup> Tavistock Public Realm Strategy, 2014. LDA Design, adopted by Tavistock Town Council

### Heritage skills training and other complementary initiatives

A programme of education, training and awareness raising events was to be delivered by the TTHI, to run parallel to the building repair element. The aim of the training events was to improve the quality of the traditional construction skill-base, while giving added value to investments in the repair and productive use of historic buildings. Other community events were aimed at involving a wider range of people to learn about heritage and raise awareness of heritage values and the need to protect the local historic environment.

### 3.3.2 Expected Scheme Outputs

Targets were identified for the TTHI in a series of measurable outputs. Progress against these would form an important part of the Scheme's ongoing monitoring and be reported against annually by the project team, forming part of each quarterly return to the NLHF as well as provide the basis for a review of the impact of the TTHI. Some variances between years was expected depending how works and investment proceeded. It was envisaged that during the action plan period the following outputs would be achieved, as seen in the Table 3a.

Table 3a - Expected Scheme Outputs

EXPECTED OUTPUT	Year 1	Year 2	Year 3	Year 4	Year 5	TOTAL
<b>Critical projects completed</b>	1		1			2
<b>Target Buildings repaired and restored</b>		3	4	2		9
<b>Shopfronts re-instated</b>		2	4	2		8
<b>New or improved commercial/retail floorspace created or brought back into use</b>	240	200	100	60		600
<b>Area of Public Realm improved (sqm)</b>		250	1,300	1,000		2,550
<b>Jobs safeguarded or created (FTE)</b>		15	10	10	4	39
<b>Temporary jobs created (FTE)</b>	4	4	5	4		17
<b>Number of businesses supported</b>		2	10	10		22
<b>Number of hours training</b>	10	10	10	5	5	40
<b>Community events</b>	2	2	2	1	1	8
<b>% of grant committed</b>		20	100			100
<b>Partner contributions (£000s)</b>	75	105	175	75	70	500
<b>HLF contributions (£000s)</b>	154	207	398	204	17	980
<b>Owner contributions (£000s)</b>	105	90	261	43	0	499
<b>Total scheme expenditure (£000s)</b>	334	402	834	322	87	1,979



### 3.4 Funding Plans and Anticipated Expenditure

The principal funder of the TTHI was NLHF. In 2013, The TTHI partnership secured a development grant of £36,000 to help progress plans to apply for the stage 2 grant of £980,000 in 2014. Match funds needed to be sought from partners in order to secure the NLHF grant.

#### Delivery phase partnership funding

Partnership funding of up to £500,000 to match the £980,000 NLHF contribution to the common-fund were to be provided by the key members of the Tavistock Townscape Heritage Partnership. TTC confirmed a commitment of £300,000 over the five years, with WDBC confirming £50,000 over the five years. In addition, the town council planned to seek funding from other sources such as Devon County Council (£20,000), Greater Dartmoor LEAF RDPE Leader Programme (£80,000) and Section 106 Grants for the public realm (£50,000). The below table shows the anticipated funding profile.

Anticipated Sources of Funding	Amount £
NLHF Grant	980,000
Tavistock Town Council	300,000
West Devon Borough Council	50,000
Devon County Council	20,000
GD LEAF	80,000
Section 106 Grants	50,000
<b>TOTAL</b>	<b>1,480,000</b>

The additional property owner contributions needed to secure a TTHI grant, were estimated at the bid stage to be £499,000 (or 34% of the total

common-fund). Taken together, the TTHI planned to deliver nearly £2 million pounds (£1,979,000) of investment into the heart of the town.

#### Proposed project expenditure for delivery phase

Estimated project costs were based on condition surveys and investigations to establish capital costs. An updated 'actual' funding and expenditure profile detailing variances is shown in Section 7.

Anticipated Expenditure	Amount £
<b>Critical Projects</b>	
Butchers' Hall	166,000
Pannier Market	305,000
<b>Public Realm Projects</b>	
Pannier Market Surround	100,000
Guildhall Square	154,000
Market Street	60,000
<b>Priority Projects</b>	
3 Market Street	26,000
2 Market Street	48,000
1 Church Lane	100,000
81 West Street	58,000
9 West Street	32,000
10 West Street	31,000
6 King Street	30,000
76 West Street	60,000
Kingdon House	30,000
<b>Complementary Initiatives</b>	70,000
<b>Scheme Project Management</b>	210,000
<b>TOTAL</b>	<b>1,480,000</b>

# 4

## PROPERTY PROFILES



*Butchers' Hall evening appeal*

## 4.1 Critical Project – Butchers’ Hall

Address: Butcher’s Hall, Tavistock, PL19 0AL

THI Grant: £188,878

### **Building Description and Need for Intervention**

The Butchers’ Hall is a Grade II listed building positioned within the heart of Tavistock. It was built in circa 1860 by the 7th Duke of Bedford as part of the planned redevelopment of Tavistock town centre, including the Pannier Market. It is a single-storey construction of Hurdwick stone rubble with granite and yellow brick dressings. The slate roof is a distinctive dog-legged structure with two lanterns featuring clerestory windows and louvres running the length of the building. At the Market Road elevation there are two bays with twin gables and tall vehicular entrances with yellow brick arches, plank glazed doors and similarly arched windows above in the gables. The elevation facing the Pannier Market has two smaller arch entrances infilled with shop fronts. The interior is open to braced tie-rod roofs. Many of the butchers’ tables remain intact, as well as almost all of the original features and architecture.

Butchers’ Hall is owned by Tavistock Town Council, and was used as short-term accommodation for the Council storage and depot facility. The building had been underused for many years and the condition of the roof was particularly poor, with natural slates and much of the leadwork at the end of their useful life. The central gutter also suffered from poor water discharge causing water ingress. Insufficient maintenance meant significant and urgent investment was needed in order to return the building back into productive use.

### **Summary of Work Carried Out**

The THI grant enabled a comprehensive restoration and repair of the external envelope of this ‘critical’ building within the Scheme. The project

involved the re-slating and repair of the roof slopes to the entire building. Slates were replaced with new Spanish Lugo slate. Slates that could be saved were re-nailed to the northern inner slope of the south clerestory, to ensure a timeline of change. The building’s central gutter was replaced with a newly designed lead covered valley to improve the capacity of the central valley to cope with the now higher rainfall levels. Timber repairs were undertaken to localised areas of the roof structure where water ingress had caused wet rot.

The clerestory windows were removed and fully refurbished and glazing was added to the louvres adjoining each window to aid heat retention. One of the most difficult challenges was to remove all of the original (extremely thin) glass panes from the clerestory windows and to re-use them in the same frames following renovation. This work was executed with great care and skill by the contractors, who managed to salvage approximately 95% of the glass. A joinery workshop was set-up inside the Hall to assist with this process. Remaining windows and doors were removed from their openings, fully repaired in traditional methods using a suitable matching compatible softwood and restored and re-fitted in their apertures.

All historical rainwater goods were retained and fully refurbished and where lower ogee profiles were missing these were replaced with new cast-iron. Stonework was repointed and repaired using lime mortar and traditional methods, and external joinery re-painted in Brunswick green, a colour that matches the original paint as established by site and laboratory analysis. The sensitive restoration ensures that the original butcher tables as well as most of the original features and architecture remained intact. The vital weatherproofing work then enabled TTC to fund additional internal work on a separate contract, including modest internal adaptations and decorating work and new glass doors to match the Pannier Market opening opposite. M&E works were also undertaken to

upgrade the electrics and lighting to modern standards with minimal intervention to respect the historic fabric.

The quality of workmanship and design of the interior was recognised by the Devon Historic Buildings Trust in the 2019 Devon Conservation Awards, achieving first place in the 'Regeneration of a Historic Building or Group' category.

### Impact

	Before Project	After Project
Building use:	Council storage and depot facility	Themed market venue
Number of people employed:	0	16 FTE
Vacant floorspace brought back to use:		189.5m <sup>2</sup>

This 'critical' project was seen as essential to the delivery of the THI as a whole as it forms part of a cluster of significant buildings within the town. The building is a key feature of the Conservation Area Character Appraisal and integral component of the group of buildings which demonstrate Outstanding Universal Value in the WHS.

The extensive restoration honours the building's rich history as a market venue and valuable building in the historic built environment of the town centre. The new roof allows the building to be put back into active use. In bringing vacant floor space back to commercial use it has contributed 16 FTE jobs). The Butchers' Hall offer complements the strong existing market offer of the Pannier Market and has become a destination in itself for niche market days, fairs and festivals that attract many new visitors. It is also used for private hire events and community celebrations. The restoration has enabled Butchers' Hall to drive footfall into the area which benefits local business and services, as well as creating a new community space. This is an optimum viable use for the site and brings

benefit to the wider community by supporting the local supply chains and the local economy.

Without THI funding the project would not have gone ahead and the building would have been maintained on a reactive basis to try to halt further decline but could not have been brought back into commercial use. The building is now much more welcoming due to the internal fit-out leveraged by the THI funded weatherproofing. The thermal efficiency of the building has improved with the timber louvres, which were originally open for ventilation, now having been glazed discreetly on the inside. The building is now also lighter, with natural light from the roof lanterns and improved pendant lighting.



*Repairs underway to the roof and windows.*





*Before: Insufficient maintenance led to the poor roof condition.*



*After: The newly restored Grade II listed Butchers' Hall, originally constructed in the 1860s for the 7<sup>th</sup> Duke of Bedford.*



*The modern entrance before it was replaced.*



*The award winning minimal intervention approach.*

Richard Downer Photography



## 4.2 Critical Project – The Pannier Market

Address: The Pannier Market, Tavistock PL19 0AL

THI Grant: £296,593

### Building Description and Need for Intervention

The Pannier Market is a Grade II listed building of a high architectural and historic merit within the outstanding ensemble of key buildings around Bedford Square in the heart of Tavistock. The Pannier Market, owned by Tavistock Town Council, is a traditional market with a range of stalls selling goods and a number of catering outlets. It is one of Tavistock's main attractions and generates footfall which benefits the town centre economy generally.

The Pannier Market is built of local shillet walling stone with dressings in Hurdwick stone, granite and cream brick. The roof was slate, with some asbestos slate used on concealed slopes. The building consists of a long central hall, surrounded by a complete ambulatory. It remained almost completely unchanged since it was built in 1860, apart from the addition of WCs, an office, and some minor alterations to external doors and rainwater goods. The Pannier Market is considered a 'critical' building within the overall THI Scheme as the prominent building was in urgent need of roof repair to enable its continued use as a vibrant public market open throughout the year.

Many of the existing slates were life-expired and the roof was prone to water ingress in unpredictable locations depending on wind direction, due to an insufficient lap. Insufficient capacity of the hidden box gutters also caused rainwater ingress, which caused decay in the timber roof structures and these were difficult to access for maintenance. In addition to the poor roof condition, the appearance of this building had been compromised by the use of modern uPVC rainwater goods including 'flying' downpipes that discharged rainwater from the main roof across the lower arcade roofs.

### Summary of Work Carried Out

The THI grant enabled a comprehensive repair and restoration of the vast roof of a 'critical' building, along with alterations needed to reinstate lost architectural features. The roof was re-slatted using a mix of existing slates and 50% new Spanish Lugo slates. Roof lights were overhauled and re-glazed as necessary and some high level windows were converted to provide easier access to the inner roof slopes and box gutter for safer maintenance.

The existing box gutter was replaced with a new tapered and stepped lead gutter with increased diameter internal downpipes and new connections to underground drainage. Timber repairs were undertaken to the decayed roof structures. The existing inappropriate white uPVC rainwater goods were reinstated with new cast-iron ogee profile gutters. Facias and barge boards were replaced with new to match existing. Windows were fully refurbished and internal glazing installed to the gable end louvres. All external joinery was re-decorated in Middle Brunswick green to match the Butchers' Hall. Masonry repairs included removal of cementitious render and selective lime mortar repointing and localised stone repairs. The quality of workmanship and design was recognised by the Devon Historic Buildings Trust in the 2019 Devon Conservation Awards, achieving runner-up in the 'Restoration of a historic building or structure' category.

### Impact

	Before Project	After Project
<b>Building use:</b>	Traditional Market	No change
<b>Number of people employed:</b>	64 FTE jobs	64 FTE jobs safeguarded
<b>Vacant floorspace brought back to use:</b>		No change

The extensive repair and restoration have weatherproofed this building and helped safeguard the vital market activities and employment they sustain, benefitting the local economy in the short and long-term.

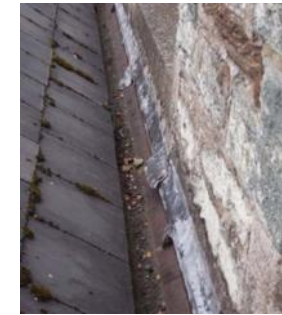
The thermal efficiency of the building has also been improved through restoring the extensive array of windows and incorporating new internal glazing to the high-level louvres. The project's interventions have improved the working environment and lowered the building's running costs and maintenance requirements through specific design features such as a wide lead tapered gutter to ensure correct rainwater run-off as well as reducing the impact of windblown vegetation. Outside of the grant application, TTC funded the replacement of all external double doors with new glazed automatic doors, to improve the external appearance and disabled access to the building, as well as a new heating system and toilets.

In the absence of THI funding, it would have been very challenging for the Council to carry out the proposed comprehensive scheme on the Pannier Market without limiting the scope of its capital programme on other important heritage assets in the Town centre.

The Pannier Market project had a greater combined impact as it followed on from the THI-funded refurbishment of the adjacent Butchers' Hall and was supported by the Pannier Market public realm improvements. Together these 3 projects have lifted the entire market setting and vastly improved the appearance of the Conservation Area. The Pannier Market, with its catering offer alongside retail trading, is also a hub for social interaction and attracts significant footfall to the town centre, both local residents and visitors. The project has secured not only the commercial but social and community benefits for years to come.



*Before: Unsightly flying downpipes on the Pannier Market roof*

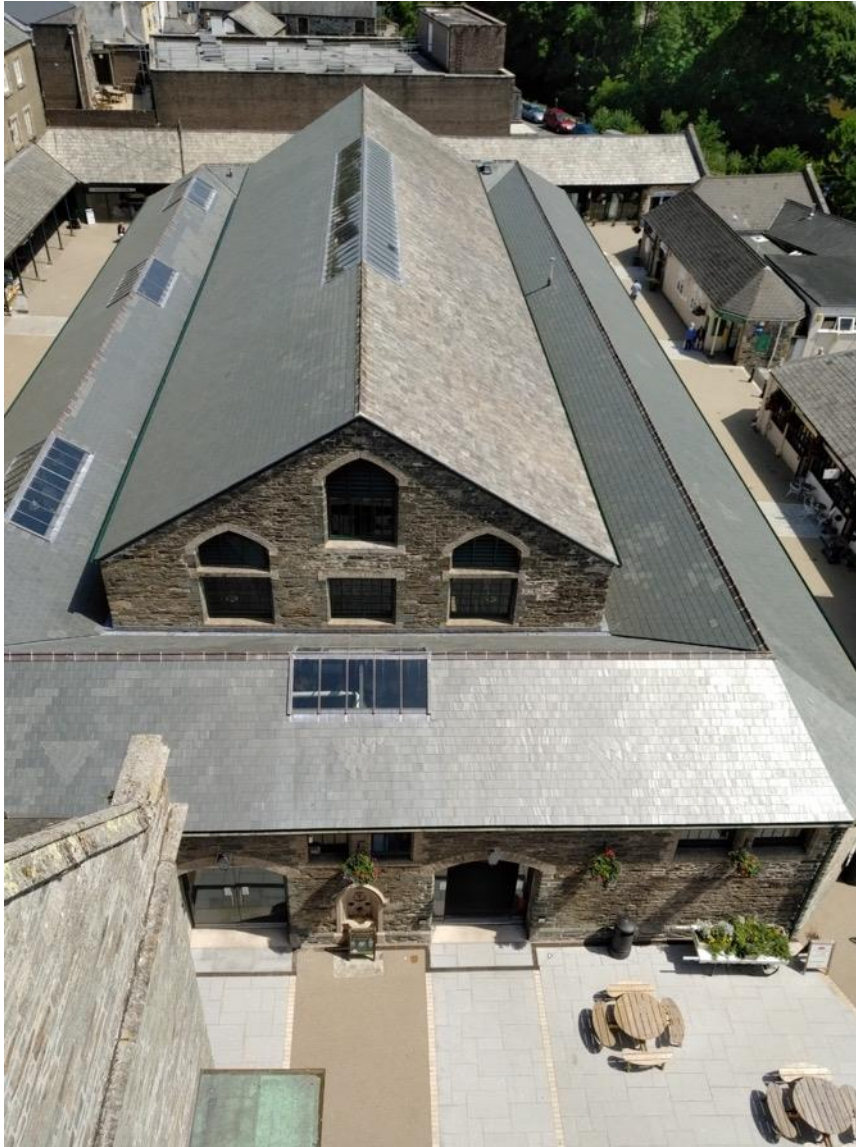


*The narrow gutter around the central hall was prone to overflowing and leaking around the heads of the internal downpipes*



*Before: The extensive windows required overhaul and repair, including piecing in timber to sills which had suffered decay. The gable end louvered openings were a source of heat loss.*





*After: The completed Pannier Market, further enhanced by the public realm work.*



*After: Above shows the lighter interior, and below shows improved entrances*



Richard Downer Photography

### 4.3 Priority Project – 3 Market Street

Address: 3 Market Street, Tavistock, PL19 0DA

THI Grant: £34,249

#### Building Description and Need for Intervention

This Grade II listed townhouse is one of the oldest secular buildings in Tavistock town centre and is situated in a very prominent location in a secondary commercial area of the town centre. The 16th Century timber framed front has an unusual slate hanging, 8-over-8 sash windows, and a late 19th Century shopfront extension. The owner carried out necessary repairs to the shopfront and front elevation in 2016 to prevent rainwater penetration, however the roof had not been watertight for some years. A comprehensive roof refurbishment was needed to protect the historic fabric of this significant building from further deterioration.

#### Summary of Work Carried Out

The comprehensive re-roofing included stripping existing natural and asbestos-cement slates, re-roofing with new treated softwood battens, insulated breathable roofing membrane and natural Spanish Lugo slates. Existing weathering and substrate were stripped and replaced with lead, over lead paper underlay, sheathing board and battens. The concrete haunching to chimney stacks were replaced with lead soakers and flashing. UPVC rainwater goods were removed and cast-iron goods reinstated. The roof light was replaced with a heritage style roof window.

The building is now watertight and better insulated, enabling more use of the upper floors in colder weather. The re-roofing work has protected the historic fabric of this significant building for many years to come, safeguarding the building and improving its prospects for continuing business use and employment.

Without the THI grant-aided repairs, the current owner would have undertaken basic repairs over time on a reactive basis and likely to a lower standard. The risk of the building falling into disrepair in the longer term is greatly diminished. As the shopfront repairs were already carried out to conservation standards outside of the THI application, the combined impact on the building is immensely positive, improving the appearance of the Conversation Area in the longer-term and encouraging a sustainable future for the building that will be beneficial to the local economy.

#### Impact

	Before Project	After Project
Building use:	Independent book shop	No change
Number of people employed:	3 FTE, 4 people	No change
Vacant floorspace brought back to use:		No change





*Before: Natural and fibre-cement slates in poor condition*



*Sash windows in urgent need of repair*



*After: Completion of 3 Market Street*



## 4.4 Priority Project – 9 West Street

Address: 9 West Street, Tavistock, PL19 8AQ

THI Grant: £37,258

### Building Description and Need for Intervention

This three storey Grade II listed building is an early to mid 19th century feature of the Conservation Area. It is a stucco construction finished with lime render external walls. The pitched roof was finished with asbestos slates, ridge and hip tiles with decorated timber eaves. It has a two bay shopfront with single-glazed timber sash windows. The lower floor is occupied by a restaurant with residential flats on the upper floors. It is located in a predominantly retail use area, although most properties have residential flats on the upper floors. The building was in a poor structural and decorative condition, with a leaking roof, cracked rendered external walls, and rotten joinery to the windows and shopfront.

### Summary of Work Carried Out

The project undertook external repairs and reinstatement of the building, stripping some later modifications. The main physical works included re-roofing with treated softwood battens and breathable roofing membrane, natural Spanish Lugo slates, clay ridge and hip tiles. UPVC rainwater goods were replaced with cast-iron. The chimney stack was repaired, re-rendering and re-haunched. Basic repairs and painting were undertaken on the front elevation and sash windows, with glazing replaced where necessary. The timber shop front was partially reinstated through isolated repairs. The fascia was dismantled and re-constructed with new timber mouldings and external quality ply.

### Impact

	Before Project	After Project
Building use:	Restaurant with residential flats above	No change
Number of people employed:	5 people	No change
Vacant floorspace brought back to use:		No change

The grant helped to offset the conservation deficit, enabling the current owner to carry out substantive repairs to a key listed building. The works have returned the property to a good state of repair and this has improved the appearance of the property. As the property is located adjacent to a completed priority project (10 West Street) and opposite another (81 West Street), there has been a significant combined impact from all three schemes on the appearance of the street scene in this secondary commercial area within the town centre and Conservation Area.

Without this substantial grant, the owners would not likely have invested in a comprehensive repair scheme of the type offered, further degrading the historic character and integrity of the building, alongside its capital and rental value. As a watertight building with much improved appearance, it is logical that the project has aided retention or attraction of future commercial and residential tenants, helping to secure the building's long-term future and positive impact on the local economy as a popular restaurant.



*Before: The front elevation needed to be re-rendered to reduce water penetration and the internal humidity, which was a significant problem in the upper floor flats.*



*The shopfront in a poor condition. The Dutch blind above the shopfront installed without LBC was removed as a condition of the funding.*



*After: Isolated repairs of the timber shopfront included replacement of fluted pilasters and installation of new lead flashing on top of the front fascia, dressed into the rendered masonry wall with lead roll details.*

## 4.5 Priority Project – 10 West Street

Address: 10 West Street, Tavistock, PL19 8AQ

THI Grant Amount: £48,742

### Building Description and Need for Intervention

This Grade II listed building is also a three storey stuccoed construction with lime render, similar to No.9 and built mid 19th Century. It has 4 front sash windows, all had glazing bars intact. Unlike its neighbour, No.10 has a more recent shop front, however this still had some heritage value. The ground floor is occupied by a retail unit, currently a hair salon, with residential flats on the upper floors. The existing building was in poor condition with leaking roof, cracked rendered external walls and rotten joinery to the windows and shopfront.

### Summary of Work Carried Out

The THI grant-aided external works included re-roofing, stripping the asbestos-cement tiles and instating treated softwood battens, breathable roofing membrane, natural Spanish Lugo slates and clay ridge and hip tiles. 2 roof windows were replaced with conservation roof lights. Chimneys were repaired, re-rendering and re-haunched. UPVC rainwater goods were replaced with cast-iron. Existing sash windows were repaired and refurbished. The front and rear elevations were re-rendered in lime render then painted, and the shopfront had elements reinstated.

### Impact

	Before Project	After Project
Building use:	Hair and beauty salon with residential flats above	No change
Number of people employed:	2FTE, 3 people	No change
Vacant floorspace brought back to use:		No change

The project has protected a key listed building in the Conservation Area by placing the external envelope of the building into a good state of repair, as well as reinstating the traditional shopfront. The improved appearance of the front elevation of the property, along with its neighbour, No.9, has a combined positive impact on the townscape.

Without the THI grant, it was very likely that ad-hoc repairs on a lowest cost basis would have continued, further degrading the historic character and integrity of the building, along with its capital and rental value. While the works have not resulted in any significant uplift in capital value, the head lessee believes he now has better prospects for retaining or attracting good quality tenants for both the commercial and residential space. There has been a mixed response by tenants and head lessee to the effectiveness of the window repairs, as weather stripping was removed from the scope of works due to budget constraints. Overall the works, together with the improved planned maintenance regime has secured the long-term future for the building and ground floor business, which positively impacts on the local economy.



*Water used to leak through the roof into bedrooms, and a piece of ceiling had falling down.*





*Before: Unsightly cracked render on the front elevation.*



*Before: The shared chimney was in very poor condition, and stones had previously come lose and fallen.*



*The above modern wooden panels were removed from the stall riser and replaced with cement board and render, with chamfered based.*



*The project enabled both properties (9 and 10 West Street) to benefit from a fully repaired and rendered shared chimney, which was not previously feasible to do.*



*After: The reinstatement work on the shopfront included forming new fluted pilasters and corbels, fascia and projecting the cornice with lead flashing.*

## 4.6 Priority Project – 81 West Street

Address: 81 West Street, Tavistock, PL19 8AD

THI Grant: £73,025

### Building Description and Need for Intervention

The building is situated in Tavistock town centre, and while not designated by Historic England as a listed building, it is located within the Tavistock Conservation Area. It is three storeys high, with an additional floor within the internal roof space. The building is hurdwick stone construction finished with lime render external walls. The pitched roof was finished with natural slates with clay ridge and hip tiles, slate verges, decorated timber eaves, bargeboards and fascia. The windows were decorated timber frame single glazed windows. The shop front was timber frame single glazed with an uPVC fascia and timber mouldings and ply. At the time of THI application the ground floor retail unit was occupied by a pharmacy with residential flats on the upper floors. The existing building was in poor condition with leaking roofs, cracked rendered external walls, and rotten joinery to the windows and shopfront.

### Summary of Work Carried Out

The pitched roof construction was re-roofed with natural slate roof covering with slate verge to match existing. Patch repairs were made to the external walls with lime render to match existing, and then external walls decorated and painted. The first floor windows to the front elevation had timber repaired and were redecorated, with replacement glazing where necessary. The second floor windows to the front elevation were replaced with new sash windows to match existing.

The shopfront was remodelled, with the existing shop front fascia reduced in height to match the entrance head to the upper floors. The fascia was remodelled with new timber moulding and external quality ply.

The shopfront has new lead flashing above the fascia, dressed into the rendered masonry wall above, including lead roll details along the length of the fascia. New rainwater goods were installed.

### Impact

	Before Project	After Project
Building use:	Shop with residential above	Residential. Shop awaiting new tenant
Number of people employed:	4 FTE	Currently unoccupied
Vacant floorspace brought back to use:		No change

This project has protected a prominent building within the town's secondary commercial area, through making it watertight and improving the overall visual impact. Through reinstating of the shop front closer to its historic appearance, it has improved the appearance of the Conservation Area. As the property is located opposite two other priority buildings where repair and restoration work has been completed (No.9 and 10 West Street) the combined impact is even greater. The roof has also been insulated improving the building's thermal performance. Without the funding the property would have remained in its current condition with the modern unsightly shop front.

The project has not resulted in any intensification of use, however, at time of reporting the current retail tenant has relocated, and the project has made the retail unit a more attractive proposition for a prospective new tenant. This improved 'lettability' is likely to improve the prospects of stable occupancy and viable rental income to support future maintenance of the property and support the local economy.





*Before: In a poor condition. The oversized fascia did nothing to enhance the Conservation Area.*



*After: The reduction in height of the fascia revealing windowsills above has enhanced the appearance of the principle elevation on the street scene.*

## 4.7 Priority Project – Kingdon House

Address: The Printworks, Pym Street, Tavistock, PL19 0AW

THI Grant: £40,609

### Building Description and Need for Intervention

This Grade II listed building is a most significant architectural feature of Tavistock's Conservation Area as it is a fine example of an early modern industrial building designed in the Arts and Crafts Style. Commissioned by The Duke of Bedford during his major redevelopment of the town in the late 19th and early 20th Century, it was purpose built for the Tavistock Printing Company & Gazette, a newspaper serving the local community. The building, which is in a central location, has more recently been home to a community centre, offering space for social and leisure activities and attracting people to the town centre.

The building's condition was poor. The weathering envelope had degraded over time, and the piecemeal low-cost repairs eventually failed, resulting in a prolonged period of rainwater ingress. Structural elements of the building and internal wall and ceiling finishes were badly affected by the water damage, restricting the use of internal rooms. Without a comprehensive programme of high-quality repairs, the Centre closure was a possibility, putting any viable operations as well as the building's future at risk.

### Summary of Work Carried Out

The works consisted of reinstatement and repairs to the weathering envelope of the building. Decayed roof timbers were repaired and new lead box gutters and formwork was removed, timber formwork was updated and new lead valley gutters formed. Roof slates were repaired. Cast-iron rainwater goods were shot blasted, repaired and reinstated. Parapet coping stones were lifted and repaired, then re-laid incorporating lead damp-proofing to alleviate water saturation in the wall heads.

Extensive cement pointing was removed and masonry repointed with lime mortar to relieve moisture being trapped in the wall by the impervious cement and reduce the decay of the soft hurdwick stone.

A dangerous leaning chimney stack to the rear of the building was allowing water ingress into the roof and rooms below. The stack was taken down and rebuilt with new lead weathering and lead tray. The original carved timber typographic signage had decayed and been partially removed in the preceding years resulting in an enforcement notice being issued by the Local Authority. From the remaining sign and historic photographs, a new hand-carved reproduction was fabricated and installed.

### Impact

	Before Project	After Project
<b>Building use:</b>	Community Centre	No change
<b>Number of people employed:</b>	3 people	No change
<b>Vacant floorspace brought back to use:</b>		No change

The THI element of the funding package for this project was vital to enable a sizable Greater Dartmoor Leaf fund to be granted, greatly improving the impact of the NLHF investment in protecting a listed building. The project has had an obvious positive impact on the condition and visual amenity of the building, improving the appearance of the Conservation Area and World Heritage Site. The external envelope of the building is now in a sound, weatherproof condition, breaking the cycle of piecemeal repairs and constant making good of internal decorations damaged by rainwater penetration. The building is drier, warmer, more attractive to current and new users and more economical to operate, allowing more intensive use of space.

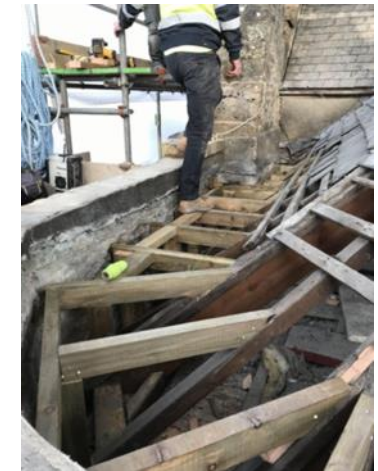
Without the comprehensive repairs within a reasonable period of time the condition of the building would have declined steeply. The Kingdon House Association would have been likely forced to close this valuable community centre down and dispose of its interest in the building, putting the future of the building in jeopardy.

Now that the envelope of the building is in good order, weatherproof and more energy efficient, the Association is fundraising for a substantial internal upgrade to transform and modernize the interior to improve the versatility and accessibility of the building. This will greatly enhance its future prospects. The THI grant has not only helped safeguard a much-loved building from further decay, but it was a crucial first step in leveraging further investment for internal works to secure the buildings longer-term use a vibrant community facility which will benefit the community for many years to come.

While this building is not a commercial venue, there are economic benefits through the provision of space for micro-businesses and training, and also helping to generate footfall in the town centre, which supports the local economy.



*The replacement of original parapet lead lined valleys with mastic asphalt had degraded, resulting in significant water ingress and decayed underlying timber formwork and rafter ends.*



*Timber repairs and new formwork*



*Before: Replacement cast concrete parapet coping stones were in poor condition.*



*After: To improve the longevity and the aesthetic continuity of the building, concrete was replaced with Ham Stone rather than replaced like for like. It proved to be much the same cost.*



*Before: Saturated stonework from cement pointing*



*After: Repointing with lime mortar*





*Before: Original signage had been partially removed without Listed Building Consent.*



*After: The outside of the buildings looks almost as it was in 1907, with repointing, reinstated rainwater goods and signage.*



*SPAB style repairs were undertaken where wall stones had fully degraded, using length of Delabole slate bedded horizontally in lime mortar.*



*Sensitive indent repairs were made, rather than replacing the whole stone. This saved as much of the original stonework as possible.*

## 4.8 Priority Project – 1 Church Lane

Address: 1 Church Lane, Tavistock, Devon, PL19 8AA

THI Grant: £134,798

### Building Description and Need for Intervention

This elegant and unique Grade II listed town centre period building occupies a prominent location next to St Eustacius' parish church and is identified as a key building in the Conservation Area Character Appraisal. Despite this, the building had been vacant for 5 years. The property predates the mining boom so is more important in terms of the character and appearance of the Conservation Area than the Outstanding Universal Value of the World Heritage Site. The 2-storey building is described in Pevsner's Buildings of England Series, Devon<sup>7</sup>, as "a small but distinguished neo-Grecian house, plausibly attributed to Foulston. Pediments on both the south and east sides; south front with four Doric pilasters and a tripartite centre with a little incised ornament".

Years of insufficient maintenance coupled with water ingress meant the building's condition was very poor and was a blight on the town centre. One of the principal causes of damp penetration within the building was the original design defect of insufficient downpipes and overflows necessary to service the roof elevations. This led to water penetration throughout the front elevation of the building.

### Summary of Work Carried Out

Much of the external envelope of the building was refurbished and repaired to its former glory. This included the replacement of the roof covering with natural slates and leadwork, together with repairs to associated timberwork. All doors and windows and original French doors were either replaced, repaired or reinstated where previously blocked up

and obscured. The architect specified design features to remove excess water from parapet gutters and eliminate the water ingress around the parapet leadwork. Two additional downpipes were installed to discharge water at three points along the principal elevation, rather than only one. The existing dormer to the east of the elevation was removed as it compromised the pediment and offered little internal benefit. A redundant modern chimney stack to the west elevation was removed, as well as an Anderson shelter outbuilding. The existing staircase was enclosed on the second floor with a fire rated enclosure to enable the building to be compartmentalised for different uses in accordance with Building Regulations.

The quality of workmanship was recognised by the Devon Historic Buildings Trust in the 2019 Devon Conservation Awards, achieving runner-up in the 'Repairs of an Historic Building or Structure' category.

### Impact

	Before Project	After Project
Building use:	Unoccupied. Small residential rear flat - Occupied	Restaurant. Flat at still occupied.
Number of people employed:	0	12FTE
Vacant floorspace brought back to use:		189.5m <sup>2</sup>

The restoration of the dilapidated facades has significantly uplifted the Conservation Area visually. The THI investment has enabled a first rate conservation project within the centre of town, bringing 189.5 sqm of commercial floor space back into beneficial use as a restaurant. 12 FTE jobs have been created within the restaurant. This viable commercial use

<sup>7</sup> Pevsner, N. 1989 *The Buildings of England DEVON*, (Revised edition), Publisher: Pevsner Architectural Guides.



maximises the financial return on the property and ensures a sustainable future benefit to the wider locality, supporting local supply chains and positively impacting on the town's economy.

Without the THI Scheme, the owner supposed the works would not have taken place in the immediate future but over a much more protracted timescale, which could have resulted in further deterioration. Dereliction was a possibility. The THI funding of external repairs and reinstatements has leveraged further internal investment by the owner on floor joists, plastering, complete rewiring and plumbing, as well as restaurant fit-out by the occupant.

The repair and restoration also improved the building's thermal efficiency, by fully and completely restoring all windows and doors and ensuring the roof restoration allowed for retrospective installation of insulation whilst ensuring correct breathability of the coverings. Where beams had to be replaced to support the pediment on the front elevation, cedar was used instead of steel to lower environmental impacts.



*Before: Showing serious signs of dilapidation*



*After: A much improved visual appeal helps encourage customers to the vibrant restaurant.*



Richard Downer Photography



Richard Downer Photography

## 4.9 Public Realm Improvements – Pannier Market Surrounds

Address: The Pannier Market, Tavistock PL19 0AL

THI Grant: £190,000

### Description and Need for Intervention

The area around the Pannier Market provides a pedestrian dominated environment that offers circulation space, additional space for markets and alfresco dining. The area is enclosed and is managed to ensure pedestrians take priority on market days, restricting vehicular access to loading times only. Recent alterations to the traffic management in the area helped avoid potential conflicts between pedestrians and traffic, however the existing area still had many highways-oriented materials, principally tarmac, road markings and signage. This detracted from the surrounding buildings and gave a conflicting impression of the area which did little to provide a pleasant space to encourage people to spend time in.

The Tavistock Public Realm Strategy document, compiled in 2014 as part of the stage 2 submission for the THI, concluded that the Pannier Market public realm area did not enhance the setting of the built environment nor did it complement the surrounding historic buildings. The range of materials failed to unify the public realm. *“The haphazard use of materials does not reinforce the character areas of the town centre and therefore fails to contribute to improving understanding and legibility of the urban structure of the town.”*<sup>8</sup> The area was in much need of investment.

### Summary of Work Carried Out

The regeneration of the Pannier Market public realm area has been guided by the Tavistock Public Realm Strategy. The works included replacing existing surfaces with new granite paving, granite setts and resin-bonded coatings to the larger areas, thus removing unnecessary highway markings. The light grey and buff colours complement the tones of the existing stonework in the area. New granite pathways have been created leading to each Pannier Market doorway and the doorways now incorporate new granite slab thresholds to improved drainage and prevent water ingress into the building for the outside area. High quality, robust and timeless materials have been used throughout. Colours and textures were chosen for their sensitivity to the heritage site.

All associated drainage and utility services were installed, including upgrading to extremely high-quality external lighting, laid to the perimeter. The water fountain was also recommissioned, ironwork raised, and the mosaic map relocated to another part of the market. To assist with way-finding at the main entrance, new easier to read signage was installed, consistent with that of Butchers’ Hall.

### Impact

	Before Project	After Project
Public Realm use:	Circulation space, alfresco dining and additional markets	No change
Public Realm improved		1530m <sup>2</sup>

The results of this public realm work are a more pedestrian-friendly and comfortable space that provides a high-quality setting for Tavistock’s impressive historic built environment by complementing adjacent historic

<sup>8</sup> Tavistock Public Realm Strategy, 2014. LDA Design, adopted by Tavistock Town Council. p18.



buildings of the Conservation Area. The materials used better reflect the unique character and quality of Tavistock. The key building entrances have been made more of a feature and the area has greater visual prominence.

The project has reduced the visual intrusion of unsightly features, so the historic buildings of the Pannier Market and Butchers' Hall are no longer undermined by visual clutter in the public realm. The perimeter lighting now provides night-time ambiance, which is a new feature for the market area, offering a vibrant atmosphere after dusk, complemented by the internal lights to both buildings. These public realm enhancements help to encourage a greater use of the space and welcome more people to spend more time in the area. By encouraging a range of visitors to this vital commercial area, local traders are supported in the longer-term, helping to boost the local economy.



*After: Consistent street furniture has also enhanced the area.*



*Before: Highway markings created visual clutter*



Richard Downer Photography

*After: New granite setts create sympathetic entrances to the Pannier Market doorways and the warmer tone resin flatters the historic stonework .*

## 4.10 Public Realm Improvements – Guildhall Square

Address: Guildhall Square, Tavistock, Devon, PL19 0AU  
THI Grant: £238,696

### Description

The Guildhall Square was dominated by a public short-stay car park in the centre of Tavistock's Conservation Area, immediately west of the Grade II\* listed Guildhall complex. The Guildhall, currently being restored, and the Guildhall Square site together form an important part of 19th Century re-development of the town and are in a visually prominent gateway position to the town centre. In addition to providing parking the site also houses two listed structures - the town's war memorial, which was erected in 1921, and the Duke of Bedford Bronze Statue, erected in 1864 by public subscription, depicting the seventh Duke who was responsible for much of the built form in this area. A small public pavement runs through the site providing access from the riverside, into the shopping heart of the town. Further significance of the site is derived from Scheduled Monument status which recognises the buried medieval abbey below the site.

Both the Conservation Area Management Plan<sup>9</sup> and the Tavistock Public Realm Strategy Document<sup>10</sup> concluded that the character and quality of the public realm in this area detracted from the status and setting of the surrounding listed buildings. Significant changes were needed to the layout, character and quality of materials in the site to ensure it better served the needs of the town while complementing the surrounding outstanding buildings.

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<sup>9</sup> WDBC and TTC. 2014. Second Edition. *Tavistock Conservation Area Management Plan*.

### Summary of Work Carried Out – In progress

At time of writing this final TTHI project has a revised estimated completion of October 2020, following more than 3 months of delays relating to suspension of works resulting from the Covid-19 UK government restrictions and conditions imposed by Historic England after the discovery of archaeological findings (cobble surfaces and remains of building fabric). The archaeological discoveries initiated design revisions to incorporate the C19 historic cobbles, and archaeological fees significantly increased projected costs. A value engineering exercise has identified contract savings, while still honouring the original design principles as agreed with Historic England and guided by the Tavistock Public Realm strategy document and public consultation.

Key design features include a new car parking layout that complies with modern car parking standards, high-performance resin bound surfaces to replace tarmac, repositioning of the Duke of Bedford statue, C19 cobbles incorporated as edging and boundaries, a new public lawn area around the war memorial along with new pedestrian routes and a public piazza space, new lighting and decluttering.

To date, significant groundwork has been undertaken. The existing conifer trees, which acted as visual screen hiding the historic architecture have already been removed as their roots were causing damage to the war memorial and surrounding footways. Their character was considered incongruous with Tavistock generally. The Grade II listed Duke of Bedford statue has been re-positioned in front of Court Gate, facing directly up Plymouth Road.

<sup>10</sup> Compiled in 2014 by LDA Design as part of the stage II submission for the THI.



**Anticipated Impact**

	Before Project	After Project
Public Realm use:	Dominated by car parking	Public lawn and piazza with car parking
Public Realm improved		1251m <sup>2</sup>

The site layout and high-quality materials are expected to provide a superior and safer experience for both pedestrians and vehicle users. The improved pedestrian access, new public spaces, new lighting and decluttering will improve the overall visual impact of the Conservation Area as well as provide more opportunities for socialising and public gatherings. Access to the Duke of Bedford statue should vastly improve, along with the war memorial.

The new site layout is expected to work in harmony to better serve the needs of the town and specifically complement the surrounding historically significant and outstanding architecture that contributes to the unique and memorable town centre gateway which is established by the built form in this part of town. A reduction in parking spaces from 30 to 24 will continue to provide vital town centre parking to support the market complex and Guildhall, but also address safety concerns raised in the public realm consultation.



Richard Downer Photography

*Before: Guildhall Square dominated by parking, with parking bays right next to the Duke of Bedford statue, and important Scheduled Monument.*



*Scheme design showing new lawn area*

Le Page Architects

# 5

## REVIEW OF SCHEME ACHIEVEMENTS



Richard Downer Photography

*Newly improved market complex entrance*

## 5.1 Addressed the Urgent Needs of Key Buildings At-Risk in the Commercial Heart of Town

### 5.1.1 Activity aims and intentions

The TTHI prioritised the urgent needs of key buildings in order to halt their declining condition and preserve and enhance Tavistock's built historic environment. Specific objectives of this aim were to:

- Address the serious needs of the key buildings situated around the Bedford Square town centre complex. The historic Pannier Market and adjacent Butchers' Hall were identified as the 2 'critical' projects during the Schemes early progress as these grade II listed TTC owned properties were in a poor condition with roofs in a particularly critical state. The Pannier Market is well recognised as a significant contributor to the town centre economy, and the Butchers' Hall was underutilised. The repair and restoration of these properties was critical to the ability of the TTHI Scheme to achieve economic regeneration outcomes and support the wellbeing of the town.
- 9 further 'priority projects' with urgent repair and restoration needs were identified in the target area, in order to maximise impact of public investment in enhancing the townscape.

### 5.1.2 What actually happened?

Outputs	Planned	Actual
Critical projects completed	2	2
Target buildings repaired and restored	9	6

### Butchers' Hall 'critical' project successfully completed

Both 'critical' projects were given early priority. The Butchers' Hall was the first building to undergo conservation work and was completed by the end of 2016, with TTHI grant funding of £188,970 towards a total eligible project cost of £312,840. The project took 6 months and despite the challenges presented by the historic fabric, the building was expertly restored to its former glory. The comprehensive restoration and repair work secured the envelope of the building. Further details explaining the prior poor condition and works undertaken are provided in Section 4 Property Profiles.

In repairing this building to a high-standard, its future has been safeguarded and it has been brought back into economic use as a themed market venue, complementary to the Pannier Market. This has enhanced the overall market 'offer' which is the commercial centre of the town. The Butcher's Hall project was completed first to allow the building to be occupied by Pannier Market stallholders who needed to find alternative pitches while the Pannier Market was being re-roofed.

### Pannier Market 'critical' project successfully completed

The Pannier Market building is one of Tavistock's main attractions and generates footfall which benefits the town centre economy generally. The TTHI grant of £296,593 (towards a total eligible project cost of £603,267) protected this at-risk building by repairing the vast roof structure which had inherent defects and restored the external envelope as well as reinstated lost architectural features to improve the appearance. The project experienced some delays and completed in Spring 2018. Inadequate costing estimates were an issue across the TTHI scheme, including this project where there were significant uplifts in some cost elements, due to earlier omissions (e.g. scaffolding) and some underestimated items. This necessitated scheme-wide variations in final

grants from the project sum originally allocated in the approved THI bid. This issue is discussed further in the Section 8.4.

The successful delivery of the Pannier Market repair and restoration was critical to its continuing operation and has safeguarded its use for commercial activity far into the future, which is vital economically as a major driver of footfall to the town centre and a focus of retail activity and jobs (64 FTE).

*It would have been disastrous for the town not to fix the roof. It's great the Pannier Market will be there for future use – Street survey respondent*

### Six 'priority projects' completed

6 funded priority projects were successfully completed by scheme-end which represented a significant investment in addressing the pressing needs of historic fabric in the commercial heart of Tavistock. 9 properties in the CA were originally recognised as likely to be at-risk if repair works were not carried out in the near future. Eligible works were identified and costed, then the 9 were prioritised in terms of their visibility within the townscape, willingness of owner to participate and overall impact. Of the anticipated 9 third-party grants, only 6 were delivered in this TTHI.

Grants at rates of up to 60% for repairs and 85% for historic reinstatements were given to the 6 property owners with properties located at 1 Church Lane, 3 Market Street, 9, 10, and 81 West Street, and Kingdon House on Pym Street. The priority projects were delivered between 2017 and 2019 and were clustered in areas so as to maximise impact of public investment in the commercial centre.

The repair and reinstatement work addressed urgent needs of each building, with 1 Church Lane being close to dilapidation. Each project

addressed damage, rot and decay caused by years of water ingress and insufficient property maintenance, as well as various amounts of sensitive reinstatements of architectural heritage features. There was a need to concentrate on roof repairs as many of original slates were life-expired and roof timbers rotted. Summaries of each project's condition, work carried out and impact is available in Section 4.

All of the priority project grants required an uplift on their original allocations in the NLHF bid, due to inadequate early costings during Scheme development. Some tenders were revised and value engineering was undertaken on original schemes of works, however the uplift in each project's grant funding (which ranged from 14% to 63%) ensured that each project largely achieved its overall aim for the intervention works. Detailed analysis of variances within each project have not been undertaken in this evaluation, although headline variances can be seen in Section 7.2.

### Property owners withdrew or did not apply

The project at 2 Market Street was unfortunately withdrawn after the approval stage, due to personal circumstance of the property owner. The 2 remaining (6 King Street and 76 West Street) were removed from the priority list due to the owners lack of interest in pursuing a grant. Funding enquiries were received in early 2019, however by this stage all THI funds had been allocated.

### 5.1.3 What worked well and why?

#### Cluster approach for greater combined impact

The location within the Conservation Area of the 'priority' project buildings intentionally formed natural clusters together with the 'critical'



projects in Bedford Square. Individual property repairs and improvements both on West Street and in the vicinity of the Bedford Square market complex were therefore linked by these two distinct yet contiguous areas, to create an overall larger positive impact of added value.

### Good professional advice across projects

A condition of the TTHI funding was that each grant applicant appointed a suitably qualified (RIBA, RICS) conservation experienced architect or chartered surveyor to work with them throughout the application and build process. Across the 8 repair and restoration projects 4 professional agents were appointed by property owners. Simon Crosbie of Le Page Architects, Sam Percival of Building Conservation Services, and Phil Board from Kirkham Board were contracted repeatedly. Numerous positive comments were received through stakeholder interviews regarding the expertise and enthusiasm demonstrated by these professional agents. Their dedication to overcoming problems to safeguard historic fabric helped to ‘keep the scheme vision on track’. For example, Sam Percival as a RICS Conservation Accredited Surveyor, applied a philosophy guided by the principles upheld by SPAB to the repair specifications for both 3 Market Street and Kingdon House. Both Butchers’ Hall and 1 Church Lane project appointed architect Simon Crosbie (Le Page Architects), a historic building and conservation specialist with an already award winning track record of restoring listed buildings.

*We have been honoured to be a part of the incredible, dedicated team who have produced an amazing piece of conservation and restoration work to the Butchers’ Hall. There were many challenges faced during the project thrown up by the historic fabric, but they were overcome by all working closely together and always with a desire to provide the best for the building.* – Simon Crosbie of Le Page Architects

### High-quality materials, standards and techniques used

Quality professional advice across the Scheme has led to high-quality conservation and restoration work by principal contractors. The sensitive repair and restoration of buildings using good conservation practice and quality workmanship has led to TTHI projects being recognised as exemplars through securing two commendations and one win in conservation awards. The Butchers’ Hall is viewed as an exemplar, being recognised through the Devon Historic Buildings Trust in the 2019 Devon Conservation Awards, achieving first place in the ‘Regeneration of a Historic Building or Group’ category. In the same awards, 1 Church Lane received a commendation in the category ‘Repairs to an historic building or structure’. Yet another DHBCT commendation was received that year for the Pannier Market in the ‘Restoration of an historic building or structure’ category.

*Generally I also felt that the projects delivered during that period were well-served by some extremely competent professional advisors and contractors sympathetic to heritage restoration schemes.’* – Martin Searle  
TTHI Project Manager

### Improved maintenance plans for ‘critical’ properties

The approach to future maintenance of the funded properties has also been improved as a result of the TTHI scheme, particularly with the critical projects. Demonstrating adequate long-term maintenance plans was a grant condition of both critical projects, which helped to improve the scheme legacy e.g. TTC as Butcher’s Hall owner, was required to submit a planned 10 year maintenance and cyclical repair programme. Another grant condition was to establish a ring-fenced (‘sinking’) fund of a minimum of £12,500 per annum to specifically support the maintenance of these THI critical buildings, in addition to its routine property maintenance. Both the Pannier Market and Butchers’ Hall projects incorporated a number of specific design features to help reduce

future maintenance requirements such as improved rainwater goods to ensure correct rainwater runoff, and high-performance paint systems.

### Lottery funding unlocked further investment

With the completion of urgent roof and external ‘envelope’ repairs carried out on the funded properties, there has been a flow on effect of equally vital internal needs being addressed. This additional work in some properties was funded by property owners or leaseholders outside of the TTHI on separate contracts but would not have been practical without the buildings first being restored or made watertight by the TTHI. This additional investment in internal adaptations, decorations or fit-outs is in excess of £250,000 and occurred across the Butchers’ Hall, the Pannier Market, and 1 Church Lane.

### TTHI contribution leveraged a much greater investment in Kingdon House

Kingdon House was moved up from the original ‘reserve’ list to number 9 on the ‘priority’ list in the Scheme’s development stage, after the Police Station and Guildhall was removed by the owner TTC, encouraged by NLHF for a separate funding application. Kingdon House is a significant architectural feature within the target area in an Arts and Craft style, and its decayed condition was in urgent need of repair to keep the building in beneficial community use. Although not a commercial property, the building supports numerous micro businesses and draws footfall to the town centre, providing a venue for courses, groups, activities and events.

The Kingdon House project was successful in using its modest TTHI contribution of £45,000 to leverage a much greater investment in the building through securing match funding from the Greater Dartmoor LEAF programme for a grant of £78,056. At the time of writing, Kingdon House was working to fundraise for a substantial internal upgrade as a phase 2 flow-on from their TTHI project which made the building watertight. The

Planned internal upgrade will not only make the building more welcoming and comfortable, but the modernised interior and accessible features will greatly enhance its future prospects, thus safeguarding the future of a much loved Grade II listed building.

Kingdon House was ranked last on the priority property list and has benefitted from the lower uptake of third party grants. If grant take-up had been higher, Kingdon House may not have received TTHI funding. This project is considered a large success with the relatively small investment returning the building to its former glory. This is already driving more weekday footfall into the town centre, and Kingdon House Community Association has increased staffing levels to cope with the additional demand.

#### 5.1.4 What didn’t work well and why?

##### 3 fewer priority projects completed than planned

While the Scheme funding was fully utilised, the target output number of completed ‘priority projects’ was not achieved. The owners of 2 Market Street withdrew after a conditional grant offer was made, due to personal circumstance. Specific reasons for other owners lack of interest in not pursuing an application were not recorded in project records, although stakeholder interviews shed some light on general reasons for property owners not participating.

##### Reluctance of some target building property owners to get involved

From discussions with stakeholders, including a previous TTHI Project Manager responsible for bringing forward projects for funding early in the Scheme, there were barriers for property owners of target buildings to put forward applications. This was despite high initial interest from 20 owners during Scheme development. Stakeholder views suggested

barriers included reluctance or difficulty in raising the capital to finance the necessary property owner contributions in a time of economic fragility. Even with generous grant rates of 60% for repair works and 85% for the reinstatement elements, the property owner contributions still needed to be significant, with actual owner contributions for the commercial 'priority projects' ranging from £13,211 to £72,500. Complicated land ownership issues, the fact that grant payments would need to be made in arrears, and the requirement to use the services of an architect for relatively small projects (seen as an unnecessary expense by some), also impacted on the appeal of involvement in the TTHI scheme.

*The requirement to pay the contractors before receiving the related grant money was a strain on cash flow, and prohibitive for many smaller landlords or owner occupiers to participate in the THI, which was a real shame. – TTHI Grant Recipient*

The reluctance of some property owners to get involved had the positive upside of concentrating funding, particularly given the significant differential arising between original inadequate project costs estimates and the final tender cost of the scheduled works. The necessary uplift on each project's original funding allocations meant that the lower numbers of third-party projects (6 not 9) had the silver lining of helping to ensure that the original repair and restoration intentions could be delivered for each historic property, despite the higher yet realistic costs.

### Priority projects not supported by planned Market Street public realm enhancements

Unfortunately, there was a lack of commitment from other statutory authority landowners to one of the public realm schemes, despite initial interest, which meant that it was not possible to deliver the planned public realm enhancements in the vicinity of West Street/ Market Street. This public realm work would have improved the poor quality surfaces

and pedestrian movement between the two key TTHI funded cluster areas of West Street and the market complex, thus providing added value to the completed priority projects in the commercial heart of the town. The silver lining of this public realm project not going ahead has been the reallocation of THI funds allowing the Guildhall Square scheme to go ahead as envisaged.

## 5.2 Brought Vacant and Underutilised Buildings Back Into Beneficial Use

### 5.2.1 Activity aims and intentions

Bringing empty and underutilised commercial floorspace back into productive use, in a way that also enhanced the Conservation Area, was seen as an important step towards economic regeneration of the town centre. Two central and visually prominent buildings were identified early in the Scheme, that had immense potential to bring a new dynamism to Tavistock's town centre. 1 Church Lane, as a distinguished Grade II listed house of Neo-Grecian style, was not only vacant but nearing dereliction. Butchers' Hall, as part of the historic market complex stands at the very heart of Tavistock's commercial centre and was clearly underutilised as the town council's temporary works department. The specific objective and output target of this aim was to:

- Improve or create 600sqm of commercial floorspace by bringing these 2 buildings back into beneficial use.

### 5.2.2 What actually happened?

Outputs	Planned	Actual
New or improved commercial floorspace created/brought back into use	600m <sup>2</sup>	589.5m <sup>2</sup> (189.5 at 1 Church Lane 400 at Butchers' Hall)

Both of these projects were successfully completed and have boosted the local economy by bringing vacant or underutilised floor space back into

productive use. Detail of each project's condition, work carried out and impact is summarised in Section 4.

#### 1 Church Lane returns 189.5 sqm to commercial use as a restaurant

1 Church Lane, occupies a prominent location adjacent to St Eustachius' Church and the well-used pedestrian thoroughfare linking Plymouth Road with the shops and other businesses in and around West Street, Market Street and King Street. It was the first privately-owned building to undergo urgently needed conservation work in 2016, with a TTHI grant of £135,005 towards a total eligible project cost of £204,262. Large scale repairs to the external 'envelope' of this building have made it structurally sound and weatherproof. This distinguished Grade II listed building is now a real asset within Tavistock's townscape as a popular restaurant. It returns 189.5 square meters of what was a vacant property back into commercial use, and opened July 2017 after an internal fitout.

#### Butchers' Hall returns 400 sqm to commercial use as a themed market and events venue

The Butchers' Hall, located next door to the Pannier Market received a TTHI grant of £188,970 towards a total eligible project cost of £312,840, for a full repair and restoration of the external envelope in 2016. This included significant roof repairs which aimed to bring this unique publicly-owned building back into economic use by adding 400m<sup>2</sup> of commercial retail space to the centre of Tavistock to enhance the existing market offer and attract more people to the town centre. The project benefitted substantially from £80,282 match funding from the Greater Dartmoor LEAF Rural Development Programme for England. This match funding demonstrated the strength of the project's economic case to support the economy of both Tavistock and its rural hinterland, through creating new retail space and associated employment opportunities.



In order to secure commercial uses and encourage demand for the building, a second stage of restoration was undertaken via a separate contract by TTC, which involved decorating works, internal M&E works to meet modern standards, and a new entrance with sensor operated glass doors. The work was completed in December 2017.

The Butchers' Hall officially launched during the summer of 2018, after housing the Pannier Market traders who had to vacate the Pannier Market whilst it underwent TTHI funded improvement works. Butchers' Hall has achieved commercial success as a popular themed market and event venue. The project secured an optimum viable use for the site and ensured a sustainable future that benefits the wider locality. Evidence on employment brought about by these projects is presented in Section 5.4.

### 5.2.3 What worked well and why?

#### Commercial success of Butchers' Hall

TTHI funding has supported the Butchers' Hall transformation from a council works depot and store to a more productive use as a popular market and events venue, honouring the building's past as a market venue. For traders and hirers alike, the building has the benefit of easy access from a main road with unloading bays and the recent TTHI funded public realm works have further enhanced public access and usability to the building. In less than 2 years of operation, the Butchers' Hall is home to an array of vibrant themed markets. These are high value 'artisan-style' markets that are especially curated to complement the Pannier Market offer, such as monthly Tavistock Arts Market, Food Fairs and Artisan Markets and local community festivals throughout the year.

Butchers' Hall has also seen a positive growth in the number of external hirers wishing to book the venue which has become popular not only due to its history within the town but also the unique style of the building

which offers hirers the freedom and flexibility to create their own vision. The variety of diverse bookings range from gin festivals, art exhibitions, wedding fairs, business shows, heritage tours, community initiatives and corporate meetings.

This marked increase in commercial activity has attracted more residents and visitors to the commercial heart of Tavistock, which in turn creates new opportunities, improved employment prospects and significantly helps to underpin the TTHI's regeneration of the historic core of the town.



*Butchers' Hall transformation : from council works depot to themed market venue*

#### Strong project outcomes secured through robust business model

The successful economic regeneration outcomes for Butchers' Hall were informed by robust strategic planning in combination with a consultative approach with end users and stakeholders. The TTHI Grants Panel, in considering if the Butcher's Hall project would have a suitable level of

impact and maximum economic benefit, stressed the need for clarity of a viable use that was sufficiently differentiated from the Pannier Market to draw new customers. The TTHI Grants Panel questioned the early business modelling and the emphasis on Pannier Market informed data. Conditional funding was granted by the Panel that required an independent demand review to be undertaken and its recommendations implemented in order to build on the emergent research work led by a TTC focus group. Hence the TTHI funding process played a role in strengthening the robustness of the options appraisal and market research to better inform the 'end-product'.

### Project informed by effective consultation

Consultation from the client and design team with WDBC Heritage Specialist, Town Hall and Pannier Market Consultative Group representatives and prospective hirers was instrumental in informing the project to deliver a design that matched the needs of the building's end users and the appetite of visitors. Synergies with existing Pannier Market provision, surrounding shops and relationships with the business community were considered vital. These conversations helped to ensure improvements to the building delivered the best internal space (with localised heating and power, welfare and food handling facilities) to suit the flexible market option, whilst respecting the features of its historic fabric and listed status. The Butchers' Hall offer has now grown the capacity within Tavistock's market sector and enhanced Tavistock's status as a market town. The success has resulted in visits from other market authorities and Councils wishing to develop their buildings and markets.

### Community appreciation as 1 Church Lane transformed

The TTHI funding has seen this building transform from near dereliction to a popular 7-days a week restaurant with the historic fabric returned to its former glory. The building's previous dilapidated condition was

considered unkempt and prompted many calls for its repair and improvement from the general public. The building's prominence in the centre of Tavistock makes it one of the most distinctive and best loved buildings in the town and its restoration is much appreciated by the community. This building's repair and refurbishment has been one of the most significant and impressive visual transformation results of the TTHI.

*It was such an eyesore, you can't believe the difference. A few places have closed in town so it's good to have a restaurant, and not just a café -Tavistock Resident*

### 5.2.4 What didn't work well and why?

#### Localised water leaks in Butchers' Hall

Remedial work to localised water leaks was carried out in the first Winter after completion. Unfortunately, storm conditions in 2019 proved these were unsuccessful. At times these leaks have a negative impact on the building's use as a markets and events venue. Three years since the TTHI funded external enveloping improvements TTC had to commission further investigatory works to ascertain the cause during storm conditions. An underlying design issue with the clearstory windows and louvres was identified, which allows water penetration during periods of heavy rain with driving winds. Failure of the external paint application on the timber structures has weakened its resilience, further exacerbating the issue. A solution has been identified and agreed at an estimated cost of £15,000 which will partially be met by the principal contractor.

## 5.3 Uplifted the General Environment and Setting of the Conservation Area and World Heritage Site.

### 5.3.1 Activity aims and intentions

The ability of a repair and restoration project to enhance the Environment and Setting of Tavistock's Conservation Area (CA) and World Heritage Site (WHS) was a key consideration in allocating TTHI grant funding. The area defined by the CA and WHS faced many challenges, from both the public realm and the numerous architecturally significant buildings in a poor condition that detracted from the economic prosperity of the town.

Conserving and enhancing the unique qualities of the town required investment in Tavistock's particularly important public realm, which has long been the focus of the town's commercial and public life and forms the setting to some of Tavistock's finest historic buildings. To uplift the setting of the CA, the TTHI sought to fund projects identified in the Tavistock Public Realm Strategy compiled by LDA design in 2014 (commissioned as part of the stage 2 funding bid) as well as address the lack of incentives for property owners to reinstate architectural features of their heritage asset that help create a richer and more interesting 'sense of place'. The specific objectives of this aim were to:

- Repair or reinstate 8 shopfronts - as part of the 'priority property' projects with buildings with ground floor retail offers.
- Improve 2,550sqm of public realm - identified as the Pannier Market Surrounds, Guildhall Square and Market Street.

- Promote the authentic reinstatement of lost architectural detail of target and other properties in order to secure local distinctiveness, quality and interest in the town.

### 5.3.2 What actually happened?

Outputs	Planned	Actual
Shopfronts re-instated	8	3 (9, 10, and 81 West Street,)
Area of Public Realm improved (m <sup>2</sup> )	2,550	2,781 (1530 Pannier Market surround, 1262 Guildhall Square)

The TTHI encouraged the use of appropriate and local materials, traditional methods and local craftsmanship by funding authentic reinstatement of lost architectural details, such as repair of original windows and shopfronts. Higher grant rates of 85%, as outlined in the original stage 2 funding bid, were established for eligible works to help reverse the legacy of low grade repairs. These higher rates to support historically accurate reinstatements were justified partly because this type of improvement work was unlikely to provide significant uplift to the value of these properties, unlike urgent repairs.

#### 3 shopfronts re-instated

Overall, the Scheme re-instated shopfront elements at 3 properties (at 9, 10, and 81 West Street) which involved stripping back modern modifications. Every 'priority' project involved a sizeable amount of reinstatement works, with more than half of each TTHI grant for 5 properties being allocated towards reinstatement of elements such as architectural features and cast-iron rainwater goods, as seen in figure 5a.

The exception was 1 Church Lane, and although not a traditional shopfront, underwent significant reinstatement of its impressive front elevation. The reinstatement efforts across the properties benefitted the historic character and appearance of the CA. Photographs of the shopfront improvements can be seen in Section 4.

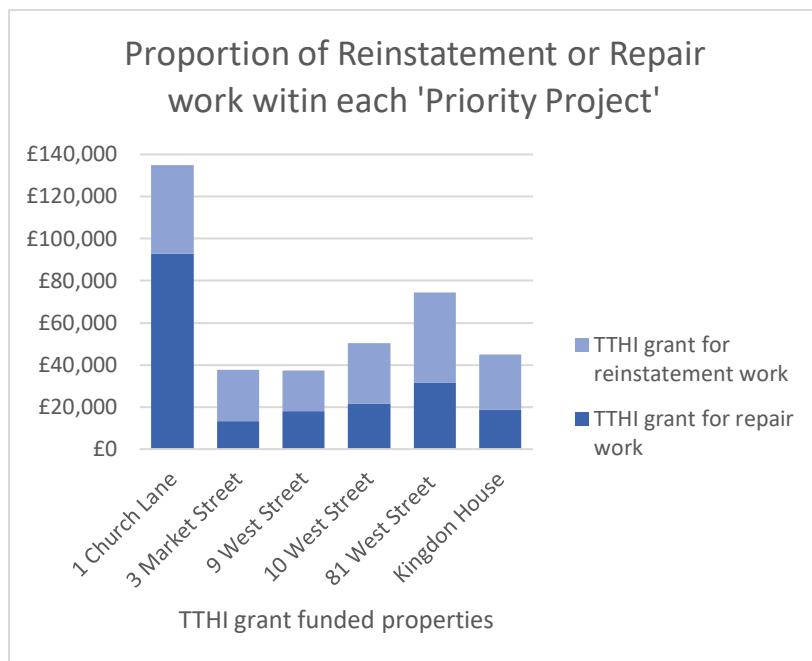


Figure 5a

### Public realm improvements

The first public realm project successfully completed was the Pannier Market surrounds in 2019, with TTHI funding of £190,000. This was a significant uplift on the amount allocated in the stage 2 NLHF bid, of £100,000. The result is a much more pedestrian-friendly space that complements the adjacent historic buildings. Work included resurfacing, removing unnecessary markings and signage, and providing a consistent

style of street furniture and lighting. Details of the interventions and its impact can be found in Section 4.

There were many challenges with this project, including managing stakeholder relations and a substantial claim in respect of contract variations submitted by the main contractor following practical completion. Following completion of the Pannier Market project, and the resumption of commercial activity in the Butchers' Hall, the Pannier Market surrounds work has enhanced Tavistock's market complex making the whole area more attractive.

### Market Street resurfacing was not brought forward

Plans to bring forward the Market Street public realm project hit numerous stumbling blocks, with Devon County Council Highways as landowner not being able to fund its part of a viable heritage based proposal. By late 2017, DCC was advised that without a suitable proposal coming forward, funds would be reallocated prior to the end of the financial year. Regrettably, the Market Street resurfacing project was not delivered. This was especially disappointing for Tavistock, as an earlier option to open up the adjoining Bank Square Car Park to broader public usage (as outlined in the Tavistock Public Realm Strategy) had also been lost when the landowner, WDBC, was unable to proceed. This meant that it was not possible for the TTHI to proceed with any public realm project in this part of the Town.

### Guildhall Square public realm project

The final public realm project to be delivered was the Guildhall Square project, with TTHI grant of £ 238,696 towards total eligible project costs of £285,000. Again, this was a significant uplift on the amount allocated in the stage 2 NLHF bid of £154,000, and a value engineering exercise needed to be undertaken. This project was only possible because the public realm project at Market Street did not go ahead. The Guildhall



Square project aimed to better complement the refurbishment of the surrounding historic Guildhall complex and complete the Bedford Square area through a superior and safer experience for pedestrians and vehicle users, with better lighting, surface finishes, signage and a new public lawn. The design required input from NLHF as well as heritage interests due to the scheduled monument status, war memorial and Grade II listed statue requiring repositioning.

The project was scheduled towards the end of the TTHI scheme in order to start on site in early 2020, after the separately funded Guildhall enveloping works were completed, to avoid any conflict and minimise cross-over risks. NLHF granted a 6-month extension to accommodate this Guildhall Gateway Centre restoration timetable, with the public realm works to be completed by May 2020.

This final project suffered from a series of delays and at the time of report writing, is not yet complete.

#### Guildhall Square programme delays due to discovery of historic cobbles, then COVID-19 pandemic

In early 2020 a site stoppage was ordered by Historic England after the discovery of the C19 cobbles during excavations. After a Heritage England site visit and discussions with County Archaeologist, WDBC Heritage Specialists, design team and client, it was decided to take up the cobbles which remained across much of the site and incorporate them into the scheme design.

Approvals for the amendment to the scheduled monument consent and the general planning approval for the design changes were obtained just before the main contractor RM Builders had to suspend works due to the COVID-19 government restrictions. Even before the UK's lockdown in

March 2020, COVID 19 had affected the project's ability to source some surface materials imported from China causing some slippage.

The site reopened after a 3 month delay, on a reduced basis on 26<sup>th</sup> May 2020 with a revised estimated completion in October 2020.

### 5.3.3 What worked well and why?

#### People's experience of the town centre area has improved

The community was contacted through a short street survey using both closed and open-ended questions. This captured views of local residents and some visitors, most of whom were 'users' of the market complex. As a result, their comments tended to focus on the Butchers' Hall, Pannier Market and the surrounding public realm. 78 participants were interviewed.

- **99% of survey respondents believed that the town centre area and character look better than before the regeneration took place.**
- **96% of survey respondents felt changes brought about by the regeneration scheme have improved their experience of the town centre.** 42% agreed their experience had improved "a lot", with many of these respondents going on to offer qualitative answers centred on the visual improvements and more pleasant quality environment provided by the THI investment, including safer surface levels in the public realm.

*I'm very pleased with the new surface, it's much easier for the mobility scooter – Street survey respondent*

*I feel safe shopping here now, and I make less shopping trips to Plymouth – Street survey respondent*

**Respondents were asked about the biggest improvement or success of the THI Scheme.** This elicited a wide range of positive comments, but most concentrated on their appreciation for the improved market complex, particularly the public realm works and the impact of sympathetic enhancement to the overall feel of the town.

*The town has a nicer feel – Street survey respondent*

*The area is just neat and tidy now – Street survey respondent*

*The changes have respected the character of the town – Street survey respondent*

*It's good to see investment in the town – Street survey respondent*

*It is important to preserve the historic identity of Tavistock – Street survey respondent*

*The Pannier Market feels really posh and luxurious now – Street survey respondent*

*A lighter and better experience around the Pannier Market – Street survey respondent*

*There's been a good balance between the old and the new – nothing too modern – Street survey respondent*

### Projects targeted for a greater combined impact

Before the TTHI, parts of West Street were in an obvious economic decline with neglected buildings characterised by poor quality shopfronts, peeling paintwork, high level decay and short-term 'fixes'. The secondary nature of this area and its fragile economy is considered to be the likely cause of lost incentives to invest in maintenance. The 3 TTHI properties (9, 10 and adjacent 81 West Street) that underwent significant

enhancement work were stripped of unsightly modifications and create greater combined impact as they have 'filled in the gaps' by completing a cluster of buildings with original well maintained shopfronts. Shopfronts at 7, 8, 11 and 12 West Street are listed in the Tavistock Conservation Area Appraisal as having surviving historic shopfronts.

In a similar way, the Pannier Market surrounds better connect to the TTHI critical projects of the Pannier Market and Butchers' Hall with resin and granite surfaces complementing the historic stonework in neighbouring buildings. The interventions provide the rejuvenated market complex with a more unified and coherent identity significantly uplifting the CA and WHS. Visitors have noticed the increased visual appeal with numerous comments received on the brighter and more welcoming area.

*It [the market area] had a grey feel even on a bright day. Now it is bright and cheery – Street survey respondent*

*It's much nicer to eat lunch here now, every time we've come lately we notice something is looking better – Tavistock visitors eating lunch in the new seating area*

### 1 Church Lane improved focal points and views

1 Church Lane has also significantly improved the setting of the CA, particularly as it occupies such a prominent position directly next to the town's central 'focal point' area as identified by the Tavistock Conservation Area Appraisal, which contains 4 principal views.

*It [1 Church Lane] has been tidied up in a nice way – not just glass and concrete – Street survey respondent*

### TTHI investment indirectly advances TTC's capital programme across other heritage assets

In the absence of TTHI funding, it would have been very challenging for the TTC to carry out the proposed comprehensive scheme on the Pannier Market without reconsidering the scope of its capital programme. The TTHI scheme's investment in the Pannier Market made it possible for the Council to continue with its rolling programme of other complementary heritage projects such as the Guildhall Gateway Centre and Duke Street repointing. These have been delivered for the benefit of the CA and particularly the WHS in a relatively short-time period.

### Paved the way for the Guildhall Gateway Centre

The Police Station and Guildhall project was removed from the TTHI priority list during the development stage in order for TTC to pursue separate NLHF funding in parallel with the THI, as part of a £1.6 million project to bring this nationally-significant building back into public use as a WHS Key Gateway Centre. This major programme of repair and conservation to prevent further deterioration will save the building for future generations, significantly enhance the appeal of the town centre and lift the CA and WHS setting.

### The identity of buildings in the CA have been strengthened

The use of high-quality materials, standards and techniques have already been highlighted. The cumulative impact of the many smaller conservation or restoration details have also helped to uplift the general environment of the Conservation Area, by faithfully reinstating elements that reinforce the historic identity of each building, creating a richer and more interesting sense of place. For example, external joinery of 'critical' projects has been re-painted in Brunswick Green, a modern colour that matches the original paint, as established by site and laboratory analysis.

This colour has been applied throughout the 'critical' projects, and subsequently in other prominent locations within the Market Complex.

One of the priorities of the Kingdon House project was to reinstate the original Tavistock Printing Company signage which had been partially removed due to wet rot, resulting in an enforcement notice being issued by the Local Authority. None of the letters could be conserved, instead they were faithfully reproduced and re-fixed, and painted the original colour as determined through paint analysis. As a result of the scheme funding, the building's identity and awareness of its history within Tavistock has been significantly strengthened as a key heritage asset in the Conservation Area. The owners have even changed the building's name to 'the Printworks' and updated their branding to better reflect its historical roots.



*Decayed signage removed and faithfully reinstated on 'The Printworks', formerly Kingdon House.*

### Feedback suggest positive response to Guildhall public realm plans

While it has not been possible to gauge feedback on the completed Guildhall Square public realm scheme, comments received during the street survey suggested people were generally hopeful the public realm project will improve the area and were understanding about the prolonged disruption caused by Covid-19 related delays.

*The plans are impressive. It's going to mean a boost for the museum too, which is good for the town's heritage* – Street survey respondent

*It needed doing* – Street survey respondent

*It should hopefully enhance the town for visitors* – Street survey respondent

*If it's anything like what they did around the Pannier Market it will be a vast improvement* – Street survey respondent

*It will extend the space and flow around to this area [Bedford Square], improving the welcome to the town for visitors who funnel in this way* – Street survey respondent

*A lawn area will be nice* – Street survey respondent

### 5.3.4 What didn't work well and why?

#### Street scene impact not a large as hoped

Overall, fewer projects were completed than planned and fewer shop fronts were reinstated. Across the 8 TTHI building projects, a sizeable amount of the investment went to address the most urgent needs in the historic fabric, which tended to be roofs. While the funding secured good improvements, a considerable part of each of the project's funding (priority and critical) delivered urgent roof repairs, which unfortunately has limited impact on the street scene below. These roofing repairs ultimately uplift the environment and setting of the CA in the long-term by ensuring the building has a viable future. It was hoped that the TTHI would deliver even more impact on the historic streetscape by reinstating architectural features on 5 more shopfronts of eligible properties (3 priority buildings and 2 more from the reserve list). The significant cost increases the Scheme experienced meant these shopfront improvement projects were no longer achievable, limiting the street scene impact of the Scheme as a whole.

#### No Market Street resurfacing to support TTHI impact in vicinity

The inability of DCC as the landowner to bring forward or agree a suitable Market Street public realm project for funding had the unfortunate result of not supporting the priority projects in the vicinity of West Street. The opportunity was missed and the poor quality surfaces in such a historically significant part of town do little to enhance the Conservation Area or encourage pedestrian movement into this secondary commercial area.

The main reason this project was not developed centred on what was considered 'suitable' in heritage terms. The best proposal DCC, as landowner, put forward was to replace the existing paving blocks with imprinted tarmac. In heritage terms, this is considered a lesser material than the original. After considerable discussions and advice from NLHF and the monitor, the decision was taken that it was not possible under the TTHI to support a scheme which would involve removal of block paving stones and replacement with a less heritage-friendly material. The option of a smaller area undergoing a heritage improvement did nothing to assist.

The missing public realm project in Market Street/Bank Square has been very disappointing given the process of community involvement in selecting public realm enhancements. Tavistock's THI partnership worked hard to take a wide range of views into account during Public Realm Strategy workshops and consultations, and there were high expectations for enhancements in this area.



### Guildhall public realm contract administration challenges and cost pressures

The Guildhall Square scheme underwent an extensive value engineering exercise post tender, prior to letting the contract. Unfortunately, cost pressure continued in relation to C19 archaeological discoveries (cobbled surfaces and remains of building fabric) and subsequent conditions imposed by Historic England (HE), as the site sits above the remains of the medieval Abbey. By July 2020, the projected overspend in addition to a contingency figure of £10,000 was calculated at circa £45,000, with approximately £20,000 pertaining to archaeological fees from the watching brief and associated recordings. The design revision to accommodate the use of the discovered cobbles and granite setts in low footfall areas also contributed to this costs increase. This triggered a further anticipated value engineering exercise with the results indicating a potential contract saving in the region of the £35,000 to £45,000, while still honouring the principles as agreed with HE and NLHF.

The project team has worked very hard to ensure the scheme is viable and deliverable. Savings were identified in the removal of the Guildhall toilets public realm works (originally outside of the public realm scheme), reducing the cobbles bedding specification and overall surface area, providing Council labour, re-negotiating preliminary delay costs and disposal of various site materials. Any additional overspend (anticipated £5,000 - £10,000) is planned to be a virement from the property maintenance budget to achieve overall cost neutrality to TTC and deliver the scheme to budget.

## 5.4 Helped to Address Weaknesses in the Local Economy

### 5.4.1 Activity aims and intentions

The TTHI aimed to help address weaknesses in the local economy, both directly with job creation through building and repair works, and by boosting business performance through increasing business turnover.

Specific objectives of this aim were to:

- Create or safeguard 39 FTE (Full Time Equivalent) long-term jobs as a result of bringing commercial floorspace back into use.
- Create 17 FTE temporary jobs through the scheme construction.
- Assist 22 businesses to improve their performance.

### 5.4.2 What actually happened?

Outputs	Planned	Actual
Create or safeguard FTE long-term jobs from bringing back commercial floorspace	39	29
Create FTE temporary jobs via scheme construction	17	36
Assist businesses	22	8 grant recipient businesses. 150 market traders have benefitted from grant aided enhancements to their trading venue

In physically enhancing the commercial heart of the town the TTHI assisted the local economy by creating new jobs and making some areas more attractive to visit, spend time in and shop in, particularly in the market complex area and 1 Church Lane. Evidencing the longer-term economic impacts were beyond the scope of this evaluation. Grant recipients were asked at application to state the current number of FTE jobs within the building and then estimate the FTE jobs after project completion. Confirmation of these employment figures was sought for this evaluation from grant recipients via a telephone interview, which demonstrates the following output:

#### 29 FTE long-term jobs created

- 12 FTE jobs (8 full-time and another 10-part time staff) have been created at 1 Church Lane, now a popular 7-day restaurant.
- An estimated 16 FTE jobs have been created at the Butchers' Hall for micro-businesses who now occupy the new retail space made available through the TTHI. The calculation is derived from a jobs per retail floorspace method. By taking the number of estimated FTE jobs currently existing in the Pannier Market and dividing by the floor area (64 FTE /1600m<sup>2</sup>), a 0.04 jobs per square metre figure can be applied to the Butchers' Hall. Therefore, 400m<sup>2</sup> of commercial floor space brought back into use at the Butchers' Hall x 0.04 jobs = 16 FTE. This calculation also assumes full capacity of the Butchers' Hall. Due to the COVID-19 Pandemic, 2 full years of capacity figures could not be obtained, and the usage has seasonal variations. From conversations with the TTC Marketing Manager, demand was high and usage was on track to meet full capacity in 2020.
- A further 1 FTE high-value job was created by TTC to promote and manage the Butchers' Hall.

### 36 temporary construction Jobs created

Direct temporary FTE construction jobs are estimated using a total value of capital expenditure approach, specific to repairing historic buildings. Anticipated project costs of TTHI grant works are £2,001,350. A sector specific employment coefficient of 18 construction jobs generated for every £1m of output is applied. This method is detailed in a 2012 report commissioned by NLHF and Historic England on the economic impact associated with the repair and maintenance of the historic building stock<sup>11</sup>.

The forecast estimate of 17 temporary FTE construction jobs created through the TTHI was developed by Serio at the University of Plymouth for the stage 1 submission. It was based on national statistical data on turnover per head by 4 sub-sectors of the construction industry (e.g. roofing, specialist civil engineering works, building completion works, and installation works). Project capital expenditure could not be easily split into sub-sectors in order to replicate Serio's method, nor did each TTHI project consistently submit employment details to support total person days worked by project. While the updated method used does not enable a like for like comparison, it does reflect the fact that construction work specifically related to historic buildings does not fit neatly into standard construction industry classifications.

### 64 FTE long-term jobs safeguarded in the Pannier Market

Without the critical roof repair and restoration work in the Pannier Market, all of the trader livelihoods were at risk in the medium to long term. 64 FTE jobs have thus been safeguarded by the TTHI investment.

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<sup>11</sup> Ecory's *Economic Impact of Maintaining and Repairing Historic Buildings in England – A report to HLF and English Heritage* 2012, p7. Source URL <https://historicengland.org.uk/content/docs/research/economic-impact-maintaining-repairing-historic-buildings-england/>.

### Mixed response to short-term businesses improvement

A fundamental assumption of the NLHF and the THI programme is that investing in the historic environment generates economic returns for local places. Heritage sector research demonstrates that for every £1 of investment in the historic environment an estimated £1.6 of additional economic activity is generated over a ten year period<sup>12</sup>. This evaluation focussed on assessing the benefits to the business occupants of the repaired buildings, including the Pannier Market traders, and seeking views from the wider business community. The short-term business improvements as a result of the TTHI have been relatively modest. The larger number of commercial building repairs (including 8 shop fronts) were not delivered due to increased Scheme costs, which meant fewer businesses were directly assisted. It was challenging for grant recipients and businesses generally to isolate scheme benefits on their business turnover or performance against the back-drop of a nationwide declining retail sector.

The completed priority projects included 5 commercial properties which directly benefitted 8 businesses (as freehold business applicants and/or business tenants) in relation to addressing urgent needs of their building, arresting further decline and safeguarding the ability to sustain future trading.

*It's had no impact on our short-term trade, but in the longer term the work means there will still be a shop here in 10 years, so yes longer-term sustainability has improved.* – TTHI Grant Recipient

<sup>12</sup> English Heritage (2010) *Heritage Counts 2010*, [www.heritagecounts.org.uk](http://www.heritagecounts.org.uk)

### Supported market traders

A similar case can be made for the Scheme supporting the 150 market traders as sole businesses or micro businesses that operate from the Pannier Market<sup>13</sup>. An additional 350 market traders have taken up opportunities to trade from the Butchers' Hall. In the short to medium term the TTHI investment in the Pannier Market, surrounding public realm and Butchers' Hall has ensured there is a viable high-quality market venue to trade from. In relation to the longer-term outlook, the TTHI scheme has in reality supported these businesses with respect to safeguarding the quality historic townscape with an improved sense of place and local interest that will continue to attract footfall into the town centre.

Despite fewer businesses directly benefiting from the Scheme through short-term business performance improvement or increased turnover, there is success to evidence.

#### 5.4.3 What worked well and why?

##### Town centre businesses satisfied with TTHI impact

An online business survey was conducted in 2019, and promoted through the local Business Association, Chamber of Commerce and Business Improvement District. While only 21 were completed, they demonstrate impact on respondents, rather than represent local business views generally. Overall, business survey respondents felt that the TTHI 'had been a good thing' for both the local economy and their town centre business, as shown in figure 5b.

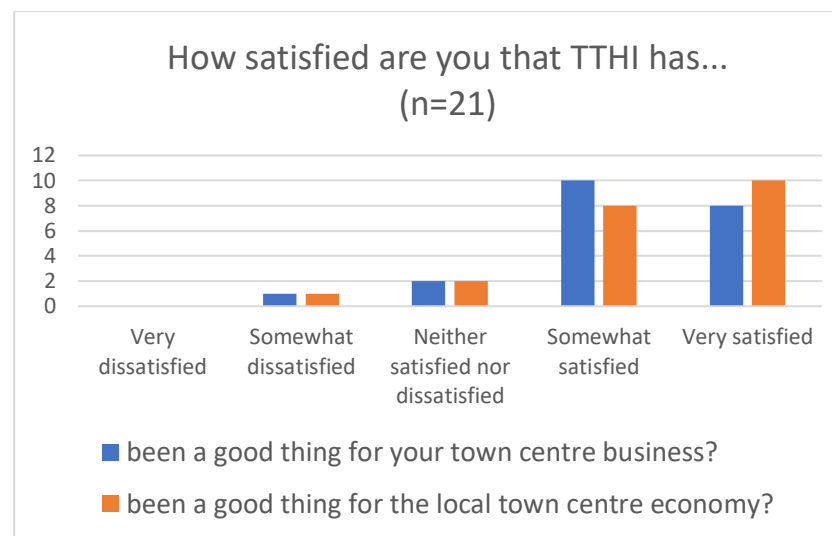


Figure 5b

*The impact on West Street has been very marked. A great improvement and one which has seen more people in this part of the town. – Business Survey Respondent*

*My business personally would not have been directly impacted but the town and Tavistock as a destination town to visit looks brighter and better for it – Business Survey Respondent*

##### Butchers' Hall regeneration success

In addition to the 16 FTE jobs created in the Butchers' Hall, the vibrant 'artisan-style' market offer has created a marked increase in commercial activity for some of the traders. Demand for the TTC operated market stalls is very high, with stalls booking out months in advance. In its first

<sup>13</sup> TTC market data



year of operation 517 bookings<sup>14</sup> were taken in respect of themed markets, events and functions , which exceeded targets.

In creating additional trading space in this regenerated venue, micro businesses from Tavistock and the surrounding rural hinterland have had the opportunity to access new markets to grow their customer base. The Butchers' Hall has attracted more residents and visitors to the commercial heart of Tavistock. This in turn creates new opportunities, improves longer-term employment prospects and significantly helps to underpin the TTHI's economic regeneration of the historic core of the town.

*Having a presence at Butchers' Hall has been really worthwhile for my small business, allowing me to access my target demographic and helping me expand. It's really lovely compared to other markets because it is enclosed, with all the new trader facilities you need, plus WIFI for a cash-free system. It's also still raw enough to make it feel like a market and not a village hall, so it feels quite authentic. – Kate, Owner of Little Emlett Orchard*

*The market complex now offers a unique shopping experience with the Butchers' Hall complementing the Pannier Market, which benefits from a noticeable upturn in footfall on specific Butcher's Hall operating days. Customer feedback has been extremely positive in recognising the THI projects and welcoming the diversity that is on offer – Duane Caruthers, Market Reeve TTC*

### Town centre businesses benefit from enhanced 'market complex'

The extended market offer provided by the Butchers' Hall combined with the visual impact of the TTHI public realm work and Pannier Market

upgrade in this key commercial area has been generally well-received by businesses. While there was significant construction related short-term disruption and loss of footfall, retail businesses understand that in the longer-term these interventions encourage visitors and shoppers to the town centre.

*I believe it has helped in retaining visitors and locals to shop in Tavistock – Business Survey Respondent*

*The Pannier Market and Butchers Hall area is a real credit to the town – Business Survey Respondent*

*There are a lot more coaches now than before. – Pannier Market Stall Holder*

*I must keep going back. We love the Pannier Market. It has been spruced up a bit since our last visit. It looked cleaner and more presentable outside and were those glass doors there before? –Trip Advisor Review Aug 2019*

Businesses were asked in the online survey, which TTHI projects had the greatest impact on their business. The market complex projects were perceived to be the most beneficial with a 'very positive' or 'somewhat positive' impact, followed closely by 1 Church Lane, as seen in figure 5c. This was in contrast to West Street projects which had 'no impact either way' by more respondents. Their impact is more localised whereas the market complex enhancements are felt across the town.

<sup>14</sup> From launch in May 2018 to May 2019. Year 2 data impacted by COVID-19 Pandemic.

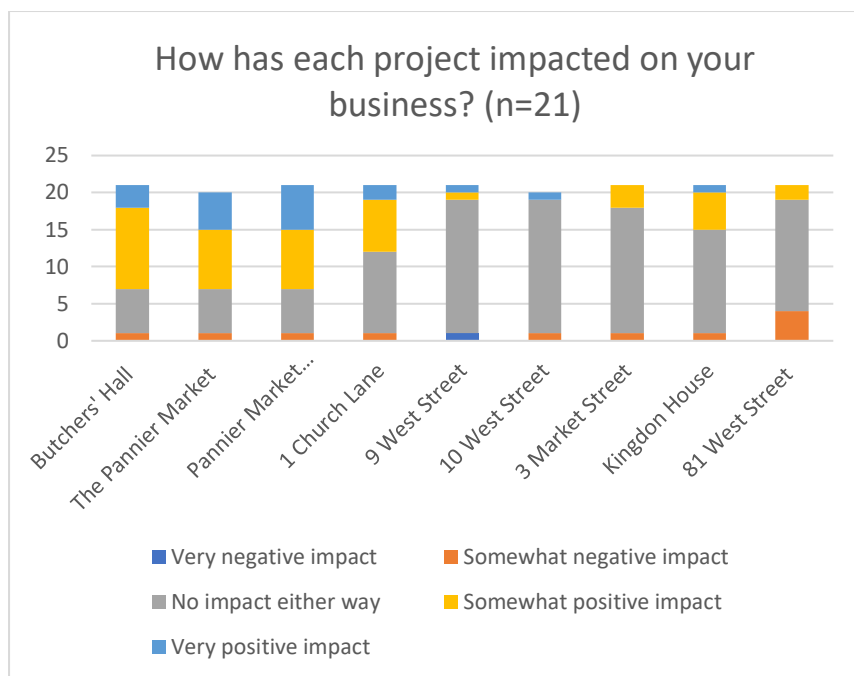


Figure 5c

### Pannier Market traders appreciate improvements

A face-to-face survey was also conducted with 20 Pannier Market traders in 2019, which represents the majority of traders that occupy permanent 5 day positions (rather than ad-hoc traders, in order to gain a more consistent view). Overall, the Pannier Market traders surveyed felt their market has undergone a “large improvement”, as seen on figure 5d, and it was felt this improved environment would encourage shoppers in the longer-term. There was a mixed response about an immediate uplift in trade, with some traders suggesting that only in late 2019 were people starting to come back more regularly.

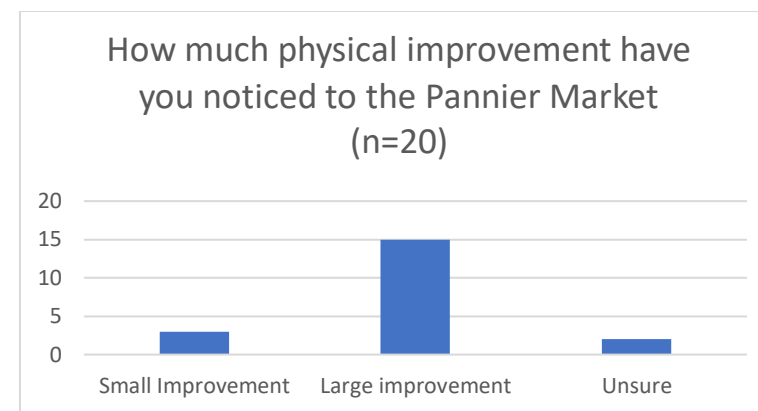


Figure 5d

*We had leaks whenever there were big storms. Our stock would get soaked and once the drains overflowed so great this is now sorted. – Pannier Market Stall Holder*

*It was a bit depressing really and felt very damp. – Pannier Market Stall Holder*

*What a transformation for the better. It's much more attractive for the public and more accessible. You see people with various disabilities finding it easy to use the doors and get around in here. – Pannier Market Stall Holder*

*The stallholders have all upped their game since the re-opening. – Pannier Market Stall Holder*

*The whole place looks much lighter and brighter now. – Pannier Market Stall Holder*

*Better atmosphere. Benefits are the safety aspects as the damp and musty smell have gone and the environment is much better to work in. – Pannier Market Stall Holder*

### Better experience of historic destination good for business

Business survey respondents acknowledged a wide range of benefits from the TTHI. The 2 that were seen as most beneficial were how the TTHI scheme enhanced people’s experience of the town centre and promoted the town as a historic destination.

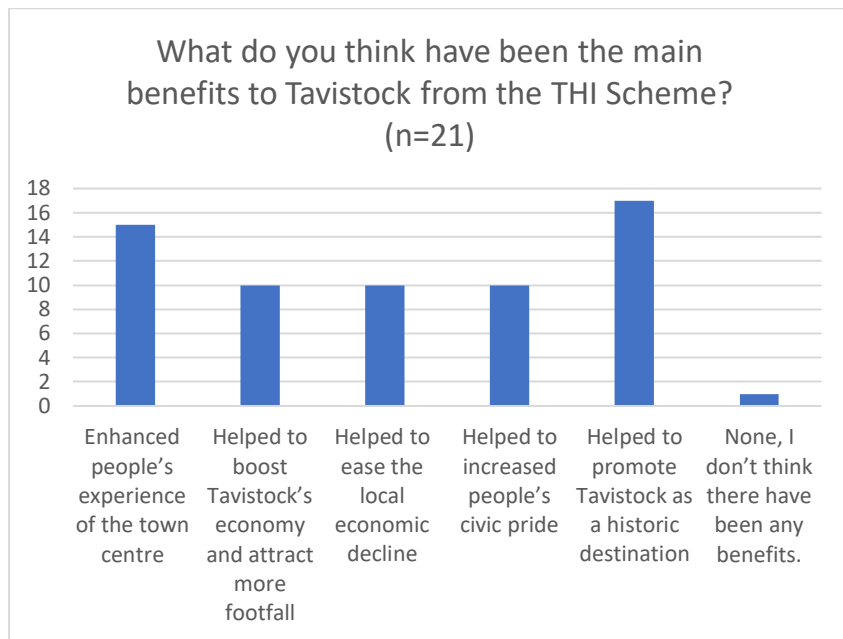


Figure 5e

### Improved footfall

The community survey results suggest that some people are visiting the town centre more often. **18% of street survey respondents said they are more likely to visit the centre of town than they were before the THI**

enhancements took place, with most of these respondents mentioning coming specifically to new markets and events in the Butchers’ Hall as the reason for more visits

*I come to the Butchers’ Hall a lot – it’s a nice space for markets – Street survey respondent*

*I come more for weekend markets at Butchers’ Hall – Street survey respondent*

*The Butcher’s Hall is a great new event space. It works in a very different way to the Town Hall and lets people just pop-in and see what’s going on. – Street survey respondent*

This increase is mirrored in an independent Tavistock Town Benchmarking report commissioned by WDBC<sup>15</sup> which demonstrates improved footfall in Tavistock on market days. This data is derived from a consistent methodology and is an average across multiple count sessions. While this cannot be directly attributed to the TTHI, it supports the insight by local businesses, including some Pannier Market traders, that the recent enhancements are promoting Tavistock to more people. Figure 5d shows 2019 market-day footfall figures to be the highest since benchmarking started in the town in 2013, and a marked increase since 2016.

<sup>15</sup> People and Places Insight Limited (2019), Tavistock Town Benchmarking Report, July

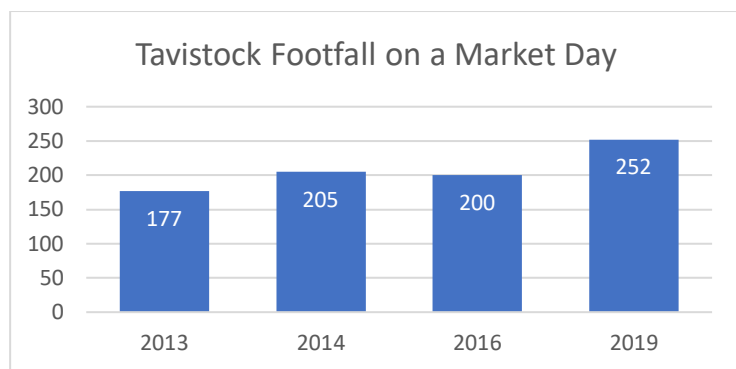


Figure 5d – Data sourced from Tavistock Town Benchmarking Report 2019

The benchmarking reports capture business turnover, profitability and confidence. While the overall 2019 picture reflects the declining retail sector, it demonstrates a slight improvement in business confidence levels from 2016, seen in figure 5e. The number of businesses anticipating a drop in turnover has slightly decreased accompanied by small rise in the number of businesses who hope to see their turnover increase.

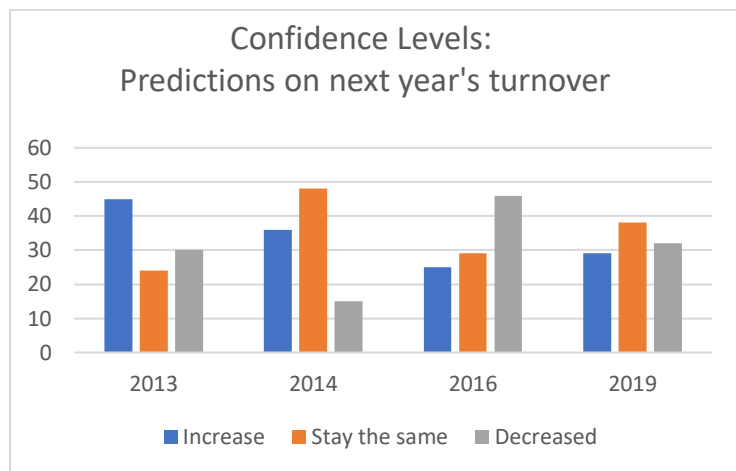


Figure 5e – Data sourced from Tavistock Town Benchmarking Report 2019

### 1 Church Lane success

In addition to the 12FTE jobs created, the restaurant business had increased turnover from its first year and had established a consistent trade.

#### 5.4.4 What didn't work well and why?

##### Construction related interruption to businesses impacting on trade

The TTHI Pannier Market works, followed by resurfacing of the market surround had an unavoidable negative impact on some businesses short-term trade, with reports of substantial loss of earnings from some traders. Consultation sessions were held with traders and the decision was to coincide the work with the quietest trading period. Further actions by TTC to help mitigate disruption to trade included temporary provision of alternative market stall space (Town Hall and Butchers' Hall), additional signage and advertising.

The essential repair works were necessary to ensure the Pannier Market could continue as a vibrant retail space for the next 100 years and support the special offer of Tavistock as a market town in the long-term. There was a mixed response from Pannier Market traders in relation to the enhancement impacts on their turnover since before the work began, with some observing an overall decrease, while others a noticeable increase, seen in figure 5f. The tendency to maintain income levels during the works period correlated to the individual trader's level of specialty and prior customer loyalty.



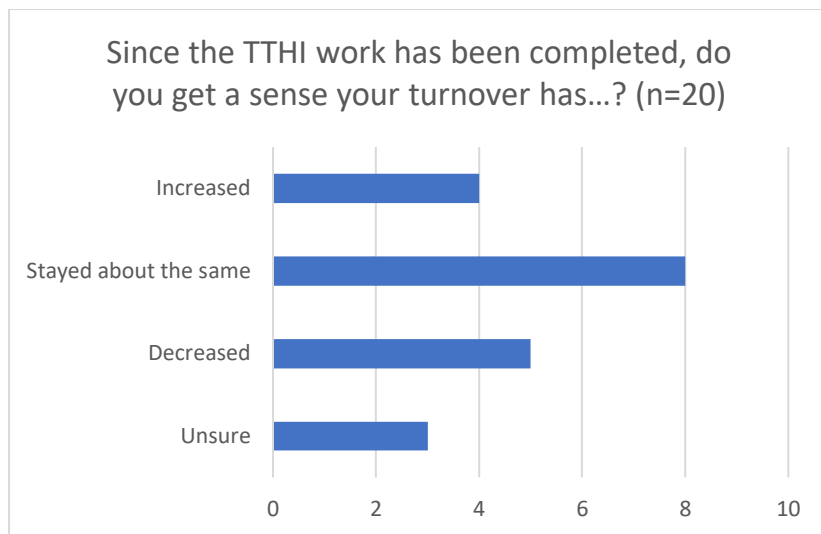


Figure 5f

*Being closed for that length of time you lose certain client groups every day you are shut. It's just starting to pick up now after 18 months.* – Pannier Market Trader

*Lost a bit of revenue from the closure. Moved to the Town Hall for closure but the regulars kept coming, so just lost some casual visitors really.* – Pannier Market Trader

*Closed for 6 months. I did my research and when markets relocate temporarily they don't make the money, so I took the decision to close.* – Pannier Market Trader

*As this is a unique specialty store, business is steady as people come from far away to visit.* – Pannier Market Trader

Business survey respondents also cited disruption caused by works as a negative short-term impact on their trade. It should be noted however that 2 business owners noted the presence of scaffolding as a key indicator of an improving local economy, as this shows capital investment is occurring.

*The closure of the Pannier Market had a negative impact on all the town as footfall was greatly decreased.* – Business Survey Respondent

*Disruption along West Street with the works, potential customers having to walk on the other side of the road.* – Business Survey Respondent

*The amount of scaffolding and disruption to pavements* – Business Survey Respondent



Pannier Market upgrade works

In the Street Survey, respondents were also asked what they felt could have been better about the THI Scheme or what drawbacks they experienced. While only 18% of respondents gave an answer, more than half of these were about disruption from building works.

*The resurfacing was such a pain* – Street survey respondent

*The major works have been going on for so long* – Street survey respondent

*There has been so much scaffolding in town* – Street survey respondent

*Compensation for the businesses that had to close. TTC should have supported the local businesses more. – Street survey respondent*

### Less businesses directly assisted to improve business performance than anticipated

The TTHI scheme did not reach the target of improving 22 grant recipient businesses to directly improve their business performance or turnover and this was due to interrelated factors:

- The scheme did not complete as many priority projects as anticipated, nor shopfronts (where only 3 were improved from the planned 8). Only 3 of the 6 priority projects had businesses occupying the ground floor shops prior to the repair work.
- These 3 businesses were at 3 Market Street, 9 and 10 West Street. Business owners acknowledged that while the restoration and repair work was needed to secure the building's long-term future, the work did not increase their level of trade in any noticeable way. Reasons given were the works were more focussed on essential repairs such as roof repairs and 'not very noticeable to passers-by'.
- The backdrop of a sharply declining retail sector meant in reality an 'improved performance' meant a less steep decline, and this was not possible for local businesses to easily isolate, as explained by a local business owner during an evaluation stakeholder interview.

*Tavistock's Heritage is essential for business, so the THI has been a really positive move for the town against the backdrop of declining high street retail. Without this initiative I feel the decline would have been far sharper. This level of investment in the town's buildings also sends a powerful message to people making an assessment about whether to invest here. – Local Business Owner*

## 5.5 Improved Knowledge and Public Understanding of the Historic Environment

### 5.5.2 Activity aims and intentions

The TTHI aimed to improve knowledge and public understanding of the historic environment, and raise awareness of heritage values through education, learning and training events and programmes. These were known as complementary initiatives and were to be delivered in parallel with the building repair elements of the TTHI to give added value to investments in the repair and productive use of historic buildings. It was hoped that as people gained a better awareness of the value of the historic environment it would promote a greater sense of civic pride, encouraging more care and stewardship of the historic environment. The planned output was to:

- Run 8 community education events and programmes that increased the awareness and understanding of the value and role of the historic environment in the regeneration of the town.
- Provide 40 hours of training, which would improve the quality of the traditional construction skill base.

To achieve these outputs, 8 complementary initiatives were planned in the 2014 stage 2 submission as follows:

1. **Heritage Open Days** – Buildings included in a THI will be opened to the public at future Open Days during the project.
2. **The Architects of Tavistock** – A workshop day on the architects commissioned by the Dukes of Bedford to design Tavistock buildings.

3. **Tavistock Abbey Conference**– a weekend event, with speakers presenting the current knowledge about the Abbey in relation to town development and surrounding landscape.
4. **A travelling exhibition about Tavistock Heritage** – to develop a legacy and broaden knowledge of Tavistock’s heritage in the local community and amongst visitors.
5. **Crafts experience open-day at the Butchers’ Hall** – An on-site opportunity to see Critical Projects work-in-progress and experience hands-on conservation skills.
6. **Support training in heritage skills** – Courses by partner training providers for local apprentices and tradesmen in buildings as well as professionals working in the area.
7. **Produced a quarterly newsletter throughout the life of the THI with a project specific website.**
8. **Introduce a seminar on the energy efficiency of old buildings** – In association with SPAB and English Heritage (this initiative is reviewed in section 5.3)

### 5.5.3 What actually happened?

Outputs	Planned	Actual
Community education events and programmes	8	8
Hours of heritage skills training <sup>16</sup>	40	44 hours taken up across 385 attendees

<sup>16</sup> NLHF definition of training includes any structured programme of on-the-job training, skill-sharing, work-based learning and work experience.

The following table summarises the 8 complementary initiative programmes actually delivered by the TTHI.

TTHI Complementary Initiatives	Attendance , Reach or Circulation Details
1) and 2) Heritage Skills/Conservation Training	11 A-level students attended 20 hours of training. 230 attendees to lecture series offering 10 hours training. 144 people attended 14 hours of property skills workshops (not delivered through comp initiatives budget and reviewed in Section 5.6)
3) Heritage Skills Craft Fayre	3,300 attendees over 2 days in 2019
4) Heritage Open Days	THI specific events 2016 and 2019
5) Heritage Walking Tours Leaflet	10,000 printed, 92 Sold (Nov 2019)
6) Blue Plaque Scheme	7 plaques installed - 4 new to TTHI properties, 3 replacement plaques to iconic bridges
7) THI Website and Newsletter	Newsletters distributed to 8000 households, March 2020. Website stats unavailable.
8) Heritage Interpretation in Guildhall Gateway Centre.	Due to be installed in time for Gateway Centre opening in 2021

### Numerous changes

There has been a significant variation between the complementary initiatives stated in stage 2 submission 'Education and Training Action

Plan' and what was actually delivered. The complementary initiatives started slowly and underwent various modifications as plans altered, in part due to turnover in project managers with their differing focus and expertise. Programme changes also reflected the difficulty building consensus towards a collective will from diverse heritage stakeholders and their changing agendas.

Programme changes were developed and agreed by the PMB, with significant changes agreed with the NLHF monitor to ensure a more strategic, co-ordinated approach to development and delivery of the complementary initiatives programme. By 2018, a final and more realistic and low-risk approach was agreed by the PMB together with NLHF, based on a pragmatic view of what could be achieved within the budget to maximise outcomes in the short time scales remaining. This section summarises each of the complementary initiatives that have been promoted and supported by the TTHI.

### Heritage Skills Training – A-Level heritage skills course

To support young people's heritage skills development, 11 A-level students were funded to undertake a short bespoke introductory course on the heritage construction skills of blacksmithing, wood carving and stone masonry. The TTHI project team partnered with a freelance heritage educator to develop the short course, in consultation with local schools to engage and recruit students.

Feedback forms were completed which demonstrates that students enjoyed the practical nature of the course. The short course was successful in raising awareness of heritage values and introducing a range of heritage construction skills. All of the 7 students who completed feedback forms stated that they had 'definitely' learnt new skills and processes, whilst 5 of the students stated that the course had 'definitely' taught them to appreciate Tavistock's architecture. All students stated as



a result of the course they could imagine how skills could be used to repair and maintain old buildings and all thought that people should learn skills so that heritage buildings can be looked after. For some students, it also introduced new potential employment opportunities, although the responses regarding pursuing heritage related careers were mixed.

*I had a great time on this course and it was amazing to gain some hands on experience in these new areas and learn about Tavistock's history. I really enjoyed using the side axes especially, it was really interesting to see how the intricate changes in the axes changed how they were used. It was great fun and fascinating.* – Tavistock College Student

*I now see old buildings made of stone differently, from my own experience with stone masonry. It makes me feel more humble and appreciative about stone buildings. I also know how to use a chisel and a mallet now –* Tavistock College Student

### Heritage Skills Training – building conservation lecture series

230 attendees enjoyed 1 or more free lectures by eminent conservation specialists developed as a series in partnership with Tavistock Heritage Trust. These 5 well attended lectures, with over 30 people at each event, covered the following topics:

- Restoring stonework and plaster, by Torquill McNeilage
- Aspects of polychrome revealed through the conservation of Devon's built heritage, by Eddie Sinclair
- Stonework repair and repointing, by Piers Denny
- Medieval woodwork, by Hugh Harrison
- What archaeologists do to buildings, by Stuart Blaylock

Stuart Blaylocks' talk was the most popular with 62 in attendance. Feedback forms were issued at each event and 104 were completed. These demonstrate a high-quality lecture series and every respondent agreed the events were informative and they learned something from

attending. A quarter of attendees came for professional or business reasons, such as CPD. The majority of attendees were also interested in coming back to future lectures on similar topics, demonstrating a keen interest in caring for built heritage through an understanding of traditional conservation skills. Attendees were asked what they learned and the following quotes demonstrate the range of impacts.

*Do not put off remedial works, the expertise in specialist work is diminishing* – Hugh Harrison  
Lecture Attendee

*About the range of materials available and there is no one size fits all approach to repointing* – Peirs Denny Lecture Attendee

*Excellent CPD* - Torquill McNeilage Lecture Attendee

*Particularly the distinction between restoration and conservation* - Torquill McNeilage Lecture Attendee

*Learned about different aspects of studying and recording buildings* – Stuart Blaylock  
Lecture Attendee



### Heritage crafts skills fayre

A heritage crafts skills weekend to celebrate Tavistock's heritage and historic townscape was held in the restored Grade II listed Butchers' Hall, to raise awareness of local heritage values. The event attracted a diverse audience of over 3300 people to celebrate the town's built heritage and traditional skills that once made Tavistock prosperous. The

demonstrations of heritage skills and related displays were aimed at inspiring people to have-a-go and keep heritage skills alive. The event's success was underpinned by the participation of numerous community organisations, coordinated by Tavistock Heritage Trust as the event organisers on behalf of TTC. The event was supported by over 30 volunteers from various local heritage organisations.

An exit survey was completed by 121 people to evidence the level of success at sharing heritage values through the event and to gain insight about the visitors and their experience. Just over half of the survey respondents stated they had 'no' or 'a little' interest in Tavistock's heritage, buildings and townscape, but as a result of attending the event:

- 79% said they know more about heritage and traditional crafts,
- 72% said they know more about Tavistock's history and heritage,
- 63% said they know more about Tavistock's historic buildings, townscape and architecture.

All but a handful of the 121 respondents rated the event as either 'good' or 'excellent'. The traditional woodwork and stone masonry demonstrations proved to be the most popular, as people had the opportunity for hands-on experience and to speak with local skilled craftsmen and women. People also found out about future courses they could attend. Visitor highlights included the following.

*Seeing people using the hand tools. Most events like this are full of expensive crafts to buy, so refreshing to have an event about keeping skills alive.*



Heritage Crafts Skills in Butchers' Hall

*Absolutely fabulous. Community participation*

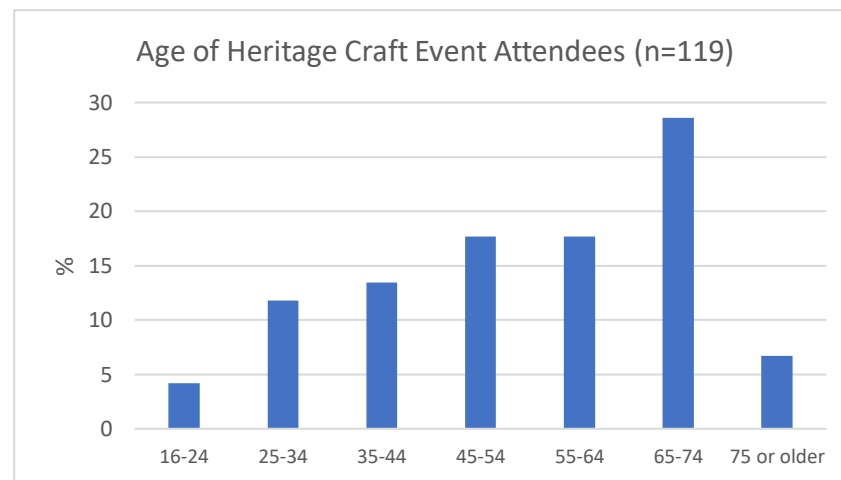
*[we liked] Photos of the streets and how they have changed.*

*Fascinating event, learned more about Tavistock's stone heritage and also what a woodwright does! Great.*

*I was fascinated that they could discover the original paint colour and composition of the pointing through analysis.*

*I learned how to split wood and do stone carving*

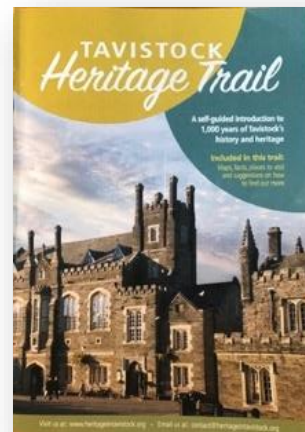
One of the greatest successes of this event was the ability to engage a wider range of people with local heritage, by attracting a diverse and intergenerational audience, including many families. The below chart demonstrates the age profile of visitors, where more than half of survey respondents were under the age of 65.



## Heritage trail booklet

The TTHI produced a 24 page A5 booklet titled 'Tavistock Heritage Trail' in partnership with Tavistock Heritage Trust, featuring 10 historic places of interest. This 90 minute self-guided tour enables visitors to take a stroll through the town centre to discover 1000 years of history. The booklet includes a map of key sites to explore and facts to help visitors dig deeper into Tavistock's internationally important heritage. The TTHI funded Pannier Market and Butchers' Hall feature as a destination, and their origins and history are highlighted.

10,000 copies were printed to purchase from Tavistock's Visitor Information Centre (VIC). The trail booklets have been on sale since the August 2019 with 92 sold in the first 2 months from the VIC, making it the best-selling item in the VIC. Feedback questionnaires operated by the VIC demonstrate that the guide has been very well received by tourists, and is considered very good value at the £1. Sales are anticipated to increase significantly, along with visitor numbers, when the VIC relocate from its temporary accommodation to the new Guildhall Gateway Centre.



## Blue plaque scheme extended

New additions, funded by the TTHI, to Tavistock's historic blue plaque scheme, were a medium-term strategic action in the Conservation Area Management Plan. Compliance with this plan was a condition of the NLHF THI funding. The initial blue plaques were an initiative of the Tavistock Local History Society and have been sharing Tavistock's unique heritage

with tourist and visitors since 2008. The TTHI scheme has funded the installation of blue plaques to the following 4 TTHI properties (1 Church Lane, Kingdom House, Butchers' Hall, 3 Market Street) as well as 3 plaques to iconic bridges, where existing black plaques were difficult to read, faded and out of place with the rest of the high-specification blue plaques.

The 7 new plaques, together with those currently in place, improve the interpretation facilities for the town and provide part of the overall interpretation and visitor orientation facilities in Tavistock, as part of the Cornwall and West Devon Mining Landscape World Heritage Site (WHS). TTHI funding has supported and extended a valued resource for sharing heritage and promoting heritage values. The blue plaques and associated trail are promoted in 'About Tavistock' which is periodically updated and published by the Tavistock Local History Society and made available to buy at various locations and online.



## Heritage Open Days (HOD) supported

HOD have been a significant event in Tavistock since they were initiated by interested heritage stakeholders. The TTHI supported the 2016 and 2019 HOD effort in Tavistock. In 2019, the TTHI contributed funds to the costs of promotion and printing the most extensive programme yet, with an impressive 30 events, coordinated by Tavistock Heritage Trust. Both the Butchers' Hall, Pannier Market and Pannier Market surrounds were featured in the celebrations to highlight the TTHI restoration work in the context of each building's fascinating past. Le Page Architect, Simon

Crosbie was on site to talk about the history and restoration work. While only 12 people attended this event, they were enthusiastic, asking many questions. This event was somewhat dwarfed by the 30 other HOD events happening within Tavistock as part of this annual celebration.



### Heritage interpretation for the World Heritage Site

The final amount allocated in 2019 from the complementary initiatives budget was to fund a piece of interpretative sculpture to serve as a permanent acknowledgement of the TTHI scheme. It will be displayed in the entrance of the new National Lottery funded Guildhall Gateway Centre, situated in the heart of Tavistock and opening in 2021. This change in approach was agreed with NLHF as it fulfilled an ambition of the TTHI to encourage local people to more fully engage with the heritage of this town, and the significance of the World Heritage Site status. The commissioned piece was seen as an opportunity for the TTHI to support the wider heritage message in joined-up way and share the mining heritage with thousands of people each year in a central 'gateway' position within Tavistock. Local artist Andy Cairns was commissioned to create this 'assemblage' for the



*Sculpture in progress, by Andy Cairns*

entrance. It has been built from recycled materials that relate to copper mining, in a form inspired by a mine entrance. Embedded in this structure are tools used in early extraction, such as spades and pickaxes. When installed, it will create an engaging viewing experience that rewards curiosity. The interpretive work is planned to further engage schools and families through activity sheets and 'spotting' activities.

### TTHI website and newsletters

A bespoke website was developed and delivered from early in the Scheme and updated with summaries of progress, completion of site works and information about complementary initiatives. Unfortunately, this website has not been kept up-to-date in the last year, nor is there any website analytics data available to demonstrate the reach of the site. A TTHI newsletter was circulated towards the end of the scheme to 8000 households across Tavistock's 3 wards, which highlighted key achievements of the NLHF investment. The TTHI communications plan is discussed in more detail in the section 6.2.



*TTH newsletter*



### 5.5.4 What worked well and why?

While the practical detail of the engagement activities changed significantly, the intended aims of the activities have largely been consistent with original intentions and some of the evidence presented above demonstrates that these have improve knowledge and public understanding of the historic environment and raised awareness of heritage values.

#### A lasting legacy

In addition to the learning opportunities enjoyed by hundreds of people through these complementary initiatives, there has been a lasting legacy of ‘engagement infrastructure’ for Tavistock in the form of a guided walk leaflet, blue plaque scheme and the anticipated assemblage in the Guildhall Gateway Centre. These will continue to encourage both community members and visitors to engage with the significance of the historic environment for years, and possible decades to come. The success of the lecture series is also set to continue, as the delivery partner THT went on to work with two of the speakers to develop other heritage projects in Tavistock and hope to use them again as speakers in lectures offered at the Guildhall Gateway Centre. The successful Heritage Crafts Weekend also generated people’s interest in continuing to learn traditional skills and the craftsmen and woman had a good number of enquiries about further workshops and courses.

*We’re looking at signing up to a weekend course. It’s great to be able to have-a-go – Heritage Craft Weekend Attendee*

#### Enabled partnership working

The Tavistock Heritage Trust (THT) has been a key partner in delivering the complementary initiatives, and the Action Plan has been delivered

flexibly to take advantage of heritage partners expertise and mutual goals. THT has a significant volunteer cohort and this provided an enthusiastic well-resourced partner to deliver high-quality complementary initiatives, such as the heritage lecture series and the heritage crafts skills open-day.

#### Diverse audience engagement

The Heritage Craft event was successful at reaching beyond the older heritage enthusiast to engage a new younger audience with Tavistock’s unique heritage and historic townscape. The event was well-curated to offer something for everyone and attracted a reasonable cross section of ages, including 574 people within groups with young children (166 family groups). The intergenerational audience were drawn-in by the free hands-on activities delivered by local skilled crafts people, such as using the wood lathe. Children particularly enjoyed having a go at panning for iron pyrite, linking to the local World Heritage Site mining heritage, and using traditional wood working tools, such as a bow drill.



*Family learning at the Heritage Crafts Weekend, using a bow drill and panning for iron pyrite.*

### 5.5.5 What didn't work well and why?

#### A slow start to the complementary initiatives

Delivery of the complementary initiatives was concentrated in the last 2 years of the scheme. This delay was the result of the accountable body focusing in the first 2 years on establishing new NLHF aligned procedures and systems to deliver the critical projects. There was also at times some difficulty in building consensus towards a collective will from a small group of heritage stakeholders, particularly in the initial years before 2017, before THT was formed as a charitable company limited by guarantee, which helped to function as a mechanism for finding consensus and a strong common voice in regard to the town's heritage agenda.

#### Numerous changes to the Action Plan

Complementary initiative plans also had to adapt to numerous stakeholder changes. For some activities, the project manager would get so far with agreeing plans, and then core stakeholders changed, resulting in the need to begin again, e.g. 9 months of discussions and planning from the TTHI towards supporting a major annual Tavistock Heritage Festival that was eventually abandoned due to a divergence in stakeholder views. Changes in project managers and their focus, expertise and passion also altered the direction of complementary initiatives e.g. the third project manager was keen to replicate a community engagement approach he had used in a previous THI role in Cornwall.

Another change was to the outdoor interpretation options for the Butchers' Hall and Pannier Market area. Brass rubbings, sculptures and information plaques were explored with key heritage stakeholders in 2018. It was felt by the PMB that this work was not feasible to complete in the available time, given the scale, cost and scope needed to align with the existing WHS Interpretation Strategy for the town that was developed by the Key Centre Steering Group. In the end, the decision was taken to provide interpretation in the form of a sculpture in the Guildhall Gateway Centre.

#### Training initiatives were 'light touch'

It was envisaged in the development stage that the TTHI would partner with existing accredited education and training providers and courses to support heritage skills training for local apprentices, tradesmen and professionals. The aim was to raise the collective knowledge *"enabling a more sustainable approach to Conservation to be delivered without the need for further public investment. More specifically, the training schemes should be self-sustaining, creating a resource locally offering courses local firms will be happy to join to improve the quality of their end product and maintain their competitive advantage."*<sup>17</sup>

The second project manager did engage with both City College Plymouth and Saltash College with a view to establishing a training offer in partnership with the TTHI, but unfortunately it was not feasible for them to be involved due to time and resource limitations. While the TTHI has helped to improve the quality of the construction skill-base to some degree (through attendance at skills workshops) the original intentions were very optimistic and have not been fully realised. Activities focussed

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<sup>17</sup> TTHI stage 2 submission to NLHF, 2014. Page 61.

more on have-a-go type events and one-off learning sessions such as an evening lectures, where people came away inspired with new information, rather than being able to demonstrate competence in a new conservation skill. The A-level training was of an introductory nature, with only 1 day dedicated to each skill.

### Low uptake of training opportunities

The second phase of the Heritage Skills Training delivered by a freelance heritage educator was to include a practical two-day course in lime repointing, in partnership with 'Cornish Lime' for both students and professional adults. This did not go ahead as there was a lack of interest from local contractors and colleges, despite a wide range of institutions being contacted hoping to engage students doing construction courses (including South Dartmoor College, City College, Plymouth, South Devon College, Cornwall College and Tavistock College). A range of reasons were given, including lack of flexibility within current courses and the fact that students were committed to apprenticeships with paid employment and wouldn't be able to take time off-site.

During the A-level heritage training it was difficult to engage the target number (15) students. Only 11 were recruited despite initial contact with 9 schools and colleges across West Devon. In the end, only 2 schools and 1 college took part. Tavistock College took most places with 9 students attending workshops.

### Not all Heritage Open Days were supported by the TTHI

The TTHI planned to participate and contribute towards all five Heritage Open Days during the life of the Scheme but only 2016 and 2019 were supported. It was proposed that the buildings included in the TTHI would be opened to the public to showcase the conservation work. Practically, it was not feasible to host and provide content due to limited support and

resources, however the TTHI supported HOD with the offer of venue use where possible.

### Newsletters and website channels not fully realised

Only one newsletter was issued by the TTHI, and while the website functioned effectively as a communication channel for the first few years it was not kept updated. Communications generally for the Scheme could have been improved and this is explored in section 6.4. There were several limiting factors on the capacity of the TTHI to provide regular communication, including changes in project managers causing a loss of continuity in communication plan delivery. The planned communications support from WDBC did not eventuate as they experienced heavy cut-backs to their own funding position. TTC as accountable body does not have a dedicated communication team and has limited capacity and expertise to deliver newsletters and web content in-house.

## 5.6 Increased the Commitment of Local People and Key Partners to the Enhancement and Preservation of the Town's Historic Environment

### 5.6.2 Activity aims and intentions

The TTHI aimed to encourage local people to embrace the principles of conservation repair by embedding and promoting these throughout the TTHI in order to inspire and support proper treatment and maintenance of the historic built environment by owners and occupiers. It was hoped the TTHI would also assist in the proper planning and management of the Conservation Area. The original objectives linked to this particular aim were less defined in the stage 2 bid, but the primary actions were:

- Hold a seminar on Energy Efficiency in Old Buildings - to help local community, professional agents and contractors achieve better understanding of the energy performance of traditional buildings and encourage low impact interventions.
- Provide the public with a framework for design standards and demonstrate expectations for the treatment of historic buildings - to establish repair and maintenance standards and provide exemplars through the publication of targeted guidance and promotion of SPAB events and advice.
- Hold property skills events - to inspire local property owners and tradesmen to develop heritage craft skills to better care for local historic buildings.
- Implement the Conservation Area Management Plan (CAMP).

This aim was partly achieved by some of the complementary initiatives that encouraged and inspired people to place a greater importance on

caring for their unique historic environment, as outlined in section 5.5. The stage 2 bid stated that the level of commitment to ongoing preservation of the historic environment would be evident by a review of the CAMP and counting the 'number of people volunteering and joining friends groups'(p63). The establishment of Tavistock Heritage Trust meant that establishing a THI friends and volunteer group would have been somewhat redundant.

### 5.6.3 What actually happened?

#### Energy efficiency in historic Bedford Cottages

This initiative developed from the TTHI complementary initiatives action plan, although is more aligned with this aim of local people and partners preserving the historic environment. By 2016 the concept of a seminar on Energy Efficiency in Old Buildings from the complementary initiatives action plan had evolved into a more targeted project, further revised in 2018 and led by Tamar Energy Community and its Energy Advice Team. This 'Warmer Bedford Cottages' project aimed to deliver energy advice and support to Tavistock's Bedford Cottages residents, many of whom experience fuel poverty. Many of these important listed Bedford Cottages within the CA, require enhancements to be healthier and economical to live in, but listed building restrictions which preserve the historic fabric make this bureaucratically difficult and expensive.

The project intent was to make a significant difference to the wellbeing of owners and occupiers of Bedford Cottages by identifying best practice in energy-efficiency measures in these listed buildings that were both affordable for the householder and consistent with good conservation practice. The TTHI part-funded this project along with the Devon Historic Buildings Trust and WDBC.



The Warmer Bedford Cottage project conducted home visits to cottage residents, giving advice based on findings from detailed survey work. It was successful in raising awareness amongst residents of enhancements in ways that are consistent with good conservation practice. Bedford Cottage residents welcomed the initiative as demonstrated by the following feedback.<sup>18</sup>

*Thank you for doing this work, I know it is a huge undertaking but I am grateful someone is doing it.” – Bedford Cottage Resident.*

*It makes so much sense us working together to get agreement for these historic homes. They really are special places and deserve to be preserved but also properly heated. – Bedford Cottage Resident*

*These houses have always been damp, I really want to know what we can do about it. It is difficult to know what to do for the best, any suggestions your project can help with would be good – Bedford Cottage Resident*

The Warmer Bedford Energy Project guidance note has now been drafted with input from WDBC Heritage Specialist. The output is in the form of advice for Bedford Cottage owners on appropriate works that can be undertaken internally and externally in the context of their listed building. Due to COVID-19 the graphic design element of the guidance note publication has been delayed by several months, but WDBC Heritage specialist is happy with the content.

*The guidance note prepared by the Tamar Energy Community will be a very useful tool for the residents to understand how improvements to energy performance and a comfortable living environment can be achieved using methods and materials which are appropriate to these listed buildings. The cottages are of the highest significance as they*

*contribute to the ‘outstanding universal value’ of the world heritage site – Graham Lawrence, Heritage Specialists, WDBC*

### Property skills events integrated into projects

Projects approved for TTHI funding included provision for 2 half-day skills workshops to be staged and delivered by the main contractors, where feasible. 7 of these events were held throughout the TTHI at 4 of the properties. Appendix 9.5 lists event details and attendance figures. Attendance records were kept which show a total attendance of 144, including property owners, building contractors, TTC staff, professionals working in the built environment realm, local homeowners and interested heritage stakeholders. These events provided demonstrations, showcasing heritage skills, coupled with opportunities to observe and get hands-on with the repairs in progress. The workshops offered commentary tours providing an opportunity to observe progress with each project’s restoration schemes, such as window and masonry repairs, and reinstatement of cast iron rainwater goods. Written feedback was gathered at some of these events which shows attendees gained in knowledge from attending these enjoyable events.

### A framework for design standards

An important Scheme outcome was to encourage property owners within the wider community to commit to the proper treatment of historic buildings, through public demonstration of expectations, establishing standards and providing exemplars. In addition to showcasing repair and restoration work to interested individuals, the TTHI planned to develop publications of targeted guidance and promote existing advice and resources such as The Society for the Protection of Ancient Buildings (SPAB) / IHBC publication ‘A Stitch in Time’.

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<sup>18</sup> Feedback recoded by Tamar Energy Community, as part of project delivery.

TTHI plans to produce several guidance leaflets to help improve the level of knowledge and promote design quality on aspects including shopfronts, windows, roofs and paving were halted when WDBC Heritage Specialist advised that there was already a significant amount of good-practice guidance available on the Heritage England and other websites and it would not be a good use of NLHF funding to duplicate this. In early 2017, it was proposed by the PMB and approved by NLHF to remove these actions, and reallocate budgets to further the complementary initiatives, including the Energy Efficiency of Bedford Cottages. The WDBC website signposts to a wide range of advice about living-in or looking after a listed building, inside its Planning pages, including SPAB and HE resources.

### Delivering on the Conservation Area Management Plan

The adoption by WDBC of the Conservation Area Appraisal, the Conservation Area Management Plan (CAMP) and the Public Realm Strategy reflects the commitment of the LPA to its management of the historic environment. The 2014 edition of the CAMP defined an Action Plan with timescales, which aligned with the TTHI as either immediate actions or medium-term actions. Longer-term actions were considered aspirational. The NLHF considered the commitment of both the TTHI partnership and WDBC as LPA to undertake these CAMP actions of great importance. The following table summarises progress against these CAMP actions since 2014.

#### *Tavistock and WDBC CAMP 2014 Action Plan – With status update August 2020*

<b>ACTION</b>	<b>WHO</b>	<b>STATUS</b>
<b>Immediate Actions 6 -18 months</b>		
Adopt CA Character Appraisal review and CA Management Plan review	WDBC and TTC	Completed 2014 editions. Updated 2020 versions out for 6 week public consultation from September 2020, with a view to council adoption late 2020. The WHS Partnership contributed £5,000 to the cost of the CAMP 2020 review and update.
Publish a WHS Key Centre Interpretation Strategy	WDBC	Complete
Adopt the THI Public Realm Strategy	WDBC and TTC	Complete
Consider commissioning a Tavistock Design Guide	WDBC	Considered but not necessary for a whole town. HE guidance is enough.
<b>Medium Term Projects 18 months - 5 years</b>		
Consider appropriateness of Shopfronts leaflet and other householder guidance	WDBC	Considered, but so few applications that good design can be delivered just by good development management including pre-application service.
New use for the Guildhall	WDBC	Completed - Secured as WHS Gateway Centre through NLHF Guildhall Project
Establish a Tavistock Historic Buildings Trust	WDBC	Mentioned in new CAMP. Would need TTC commitment.
Pannier Market enhancements	TTC and DCC	Completed through THI Scheme
Guildhall Square enhancements	TTC and DCC	Due to be completed Oct 2020 through THI Scheme

Consider an Article 4 Direction	WDBC	WDBC members rejected use of Article 4.
Building 'At Risk' survey for whole Borough	WDBC	Still desirable but resources not available to deliver.
Acquire a Bedford Cottage and renovate as an exemplar of good historic building practice	WDBC with TTC and H B Trust	Still desirable but only deliverable by others, such as an Historic Buildings Preservation Trust.
Review Local and Statutory Listing	Tavistock and District Local History Society	The Tavistock list is thorough already. G.L has requested addition of items (e.g. Ford St cottages) but HE was unhelpful and refused to look at it. The adopted SPD has a flowchart for assessing 'non-designated heritage assets', this gives all the benefits of local listing but WDBC is encouraging communities to do local lists as part of NDPs.
Bank Square and Market Street enhancements	WDBC and DCC	Lack of funding and local support. Adjacent sites are identified as potential development sites so could deliver enhancement in future.
Prepare Conservation Management Plan for Town Council owned properties in Tavistock	TTC	Management plans for participating THI premises in place, TTC is now developing a maintenance/management plan for its other premises following the HE template
Extend historic plaques scheme	TTC	Completed through THI Scheme
Consider an updated Design Guide for the Bedford Cottages	WDBC	Identified as a priority action in the updated CAMP.
Repairs to Still House, Betsy Gimbal's Tower, Abbey cloisters in St Eustachius Churchyard	WDBC, TTC, English Heritage	TTC and HE have been discussing this and HE has provided funds. A full condition survey has been undertaken and a schedule of works for the envelope repairs has been prepared for Still House and Betsy Gimbal's Tower. Funding still to be identified.
Work to Dolvin Road Cemetery	TTC	Continuing landscape management and curation
<b>Long Term - Aspirational</b>		
New car parks and Park and Ride	WDBC, TTC and DCC	
Consider traffic management and pedestrian priority schemes	WDBC and DCC	Temporary schemes introduced by TTC & supported by WDBC/DCC to address Covid issues, could provide a template for future offers
Underground overhead wires etc	WDBC, TTC and DCC, with Statutory Undertakers	Identified as a priority action in updated CAMP.
Consider joining the Historic Towns Forum (HTF)	WDBC and TTC	Still desirable, and build links with other top end heritage towns e.g. Totnes

## 5.6.4 What worked well and why?

### Partnership with Tamar Energy Community greatly increased reach of message

Awareness raising of the proper treatment of historic properties was extensive through the Warmer Bedford Cottages project, which has been promoted to over 300 Bedford Cottage households through targeted communication and door-to-door work. The wider community was also reached through stands, talks and workshops across numerous local events such as Tavistock EcoFest and 2019 Energy Fest. The project has also been publicised by local press. While the guidance note is not yet published, hundreds of local people have already had the opportunity to understand from a trusted source of advice the best ways of enhancing their historic properties, making their homes more comfortable, and reducing heat-loss in an affordable way that is consistent with conservation principles. The establishment of a Bedford Cottage Residency Association is looking to be a likely spin-off from this project.

### Supported construction sector with conservation experiences

The TTHI site-specific skills workshops were effective in promoting heritage values and inspiring the use of conservation standard skills. Building apprentices, local professionals and interested community members were given access and practical hands-on training to hone traditional building skills such as window joinery repair, lime rendering/pointing and leadwork. Contractors also used the opportunities to encourage team members to develop heritage conservation skills.

*We got some of our younger guys coming through to work with one of our more experienced guys on sash windows for the first time – repairing them, putting them back together, doing all the weights and*

*bits and pieces like that. So it was really good for us. – Mark Williams, Unicorn Construction*

*The up-skilling provided many opportunities to teach and pass on the craftsmanship skills adopted on the buildings. On both Butchers Hall and in particular 1 Church Lane, many different trades were employed, and teaching apprentices and other parties passed on the skills which will be needed to give them all an understanding on suitable and correct philosophy of repair and conservation to historic fabric in the future – Simon Crosbie, Le Page Architect*

*Working on Kingdon House was a pleasure. We had an opportunity to introduce a new staff member to a broad range of practical building conservation work. In particular we were able to train him in masonry repair and lime pointing. He learned a vast amount over the project and has been able to take these skills further and perfect his craft. – Will Stevens, Wessex Conservation Company*

### Encouraged property owners to better value and their building's heritage

Stakeholder interviews demonstrated that TTHI funding afforded the grant recipients the opportunity to work with specialist conservation professionals and contractors, which helped to place a greater emphasis on the heritage merit of their properties, developing a deeper responsibility or knowledge as a result of their involvement in the Scheme.

*I got a real appreciation of how highly regarded my building is as a heritage asset. And I felt a responsibility in relation to the building which I've never felt before. It really heightened my appreciation of it as a heritage asset – Grant Recipient, 3 Market Street*

*I absolutely love this building and I've been associated with it all my life. I knew this was my one opportunity to put the building back into*



*the state it once was. I wanted to be as up-to-speed as my conservation architect and I learned a lot about various mouldings on Greek Revival buildings, and even sought specialist advice about the paint colours through my membership with the Listed Property Owners Club.” – Grant Recipient, 1 Church Lane*

### Encouraged historic environment partner to embrace heritage values

While Devon County Council pulled out of its commitment to the Market Street public realm project the TTHI Scheme was a useful lever for the WDBC Heritage Specialist to persuade DCC to spend more than planned on recent road crossing improvements in Tavistock to fund heritage friendly materials or finishes that are more sympathetic with the Conservation Area. DCC has also undertaken a signage review, removing unnecessary traffic signs and replacing with heritage friendly designs.

### Raised awareness and acted as an exemplar and catalyst for heritage issues

The TTHI projects have acted as lasting exemplars, further supported by activities and guidance to promote the proper treatment of the historic townscape to non-funded private property owners. Feedback from the WDBC Heritage Specialists based on the duty planner and pre-application advice service data suggests that there is now much more awareness amongst Tavistock property owners of the need to seek out advice for the proper treatment of historic buildings.

*The THI has helped raise awareness in the community about heritage issues and we have seen an increase in people coming to us for advice and guidance, especially using our heritage duty service. Where necessary we have used our statutory powers to ensure protection and repair of heritage assets, for example 5 Market St where roof*

*leaks and cement render were harming ancient timber framed structure. – Graham Lawrence, Heritage Specialist WDBC*

## 5.6.5 What didn't work well and why?

### Slow progress on CAMP Action Plan and review process

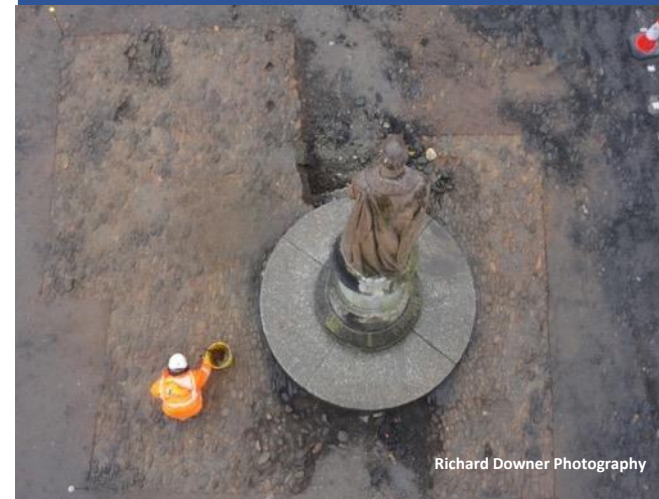
As TTC is not the LPA, there have been challenges in progressing the Conservation Area Management Plan action plan items, as well as the review and development of an updated version. This delay was partly due to resources at WDBC being spread thinly as a result of a major restructure of services, coupled with COVID restrictions. A lack of momentum with some actions stemmed from the general view that the 2014 CAMP edition “*provided a useful guide and background to decision making but feedback has suggested it had a lack of focus and was ‘trying to do everything’.*”<sup>19</sup>

An important aspect of the TTHI exit strategy that evidences the LPA's level of commitment to ongoing preservation of the historic environment is a review of the CAMP to produce an updated and more achievable version. At time of writing, council adoption of this updated CAMP is anticipated towards the end of 2020, after a 6 week public consultation period beginning September 2020. Despite the World Heritage Site Partnership's £5,000 contribution towards the cost of the CAMP review and update, there has been a significant slippage of more than a year for this action.

<sup>19</sup> Tavistock CAMP review 2019, Draft V02 for consultation only.

# 6

## REVIEW OF SCHEME MANAGEMENT AND ADMINISTRATION



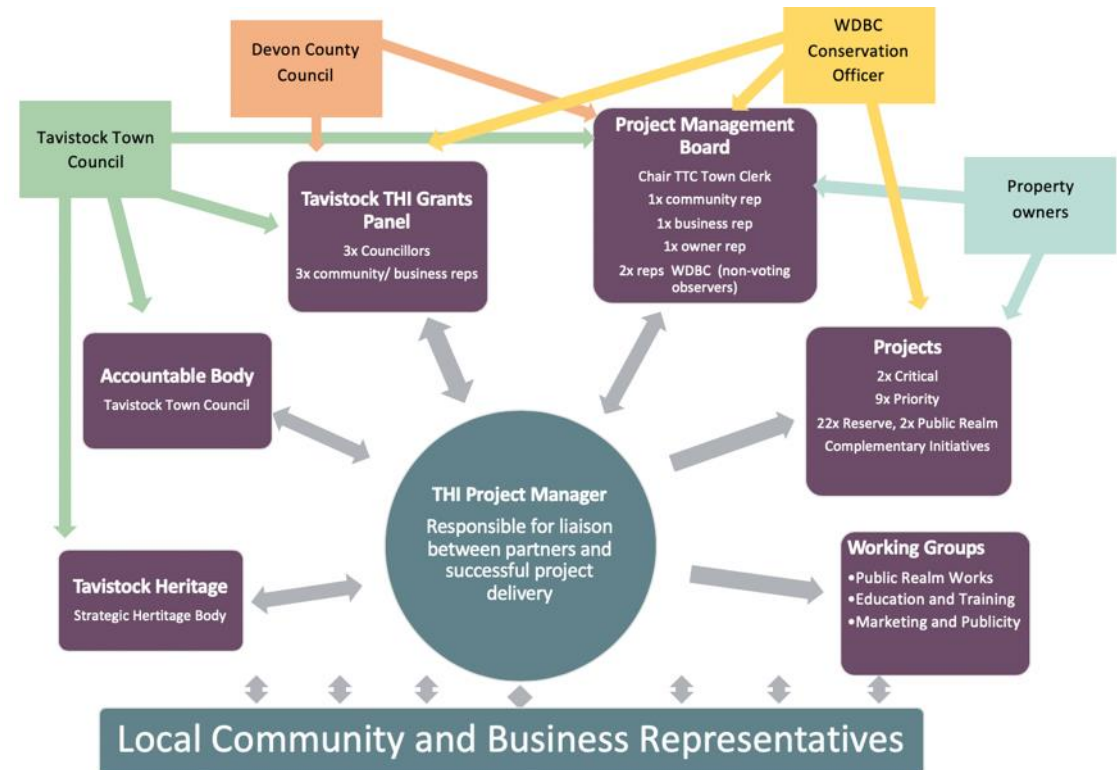
Richard Downer Photography

*Uncovering historic cobbles in Guildhall Square*

## 6.1 How the Scheme was to be managed

Broad plans for TTHI’s management and administration were summarised in Section 3.2, including key roles. Guidance on Scheme operation and conditions attached to the grants were drawn up as part of the Stage 2 bid application. In the following year a much more comprehensive manual was prepared to include all the necessary documents to manage and administer the TTHI. This definitive set of documents was prepared in partnership by TTC and The DR Company using the ISO 9000 management system conventions and standards. The purpose of this was to ensure that a consistently high standard of operation was achieved using this handbook. The management structure chart was also produced (Figure 6a), showing the pivotal role of the project manager.

Figure 6a THI Management Structure Chart



## 6.2 What actually happened?

### TTC as the Scheme's accountable body

TTC was the first third tier (parish or town) council to develop and deliver a THI scheme as the lead applicant and sole accountable body. It is useful to recognise this context when assessing the effectiveness of TTHI's project management and administration. Table 6a summarises the benefits and challenges that TTC encountered in this role. Some of the issues relate directly to THI scheme outcomes, while others are presented to provide insight for future parish councils considering bridging the public sector 'austerity gap' and delivering regeneration schemes that were once the sole preserve of principal councils.

Original plans for West Devon Borough Council (WDBC) to lead delivery of the Scheme were altered abruptly when WDBC withdrew at first-round application. This was in response to impending cuts to funding and associated reduced capacity. Interviews with stakeholders who had knowledge of this stage suggested that WDBC decision-makers wanted to see TTC own the project, as this would achieve better outcomes for the investment given the significant 'belt tightening' that was coming. By WDBC withdrawing, the TTHI scheme would not suffer from being pushed down its priority list, beneath surviving as a council and serving the entire borough. TTC stepped up to the challenge and inherited the role of 'accountable body', adopting the General Power of Competence provision in the Localism Act 2011, rather than losing the scheme.

### A small delivery team

The overall leadership of the TTHI by the TTC as accountable body, relied heavily on a small team within TTC to work alongside the THI project manager. TTC Town Clerk, Carl Hearn, chaired the TTHI project management board (PMB). TTC General Manager, Wayne Southall, took

on multiple roles as TTHI finance officer also chairing the grants panel and leading the complementary initiatives for the final 2 years. The general manager also acted as client lead for the council-owned funded projects (Pannier Market, Butchers' Hall and both public realms projects). TTC support staff assisted with administration.

### Project manager role

TTHI had 4 successive project managers with 3 project managers resigning in a relatively short amount of time, which presented numerous challenges to delivery discussed in the next sections. In 2018, DR Company was contracted to deliver a consultancy-based approach to supply aspects of project support (excluding aspects such as public realm and complementary initiatives). This decision was considered the most appropriate way forward for replacing the loss of the 3rd project management resource and took into account the stage of each project as well as the part-time nature of the role.

### Grants panel

The grants panel met quarterly when required to determine appropriate level of grant to award applicants, against stringent criteria set in its terms of reference. The panel comprised members of the public, private and community sectors, mirroring the make-up of the TTHP to ensure it represented a broad range of relevant interests. In reality, the grants panel comprised a small busy group of individuals, making it difficult to arrange meetings to ensure the group was quorate. From reviewing TTHI grant panel reports, robust decisions were made with thorough conditions, recommendations and rationales to ensure value for money and mitigate against project risks. At times, revised applications were requested. It is worth noting that the chair of the grants panel found the



role challenging at times and worked hard to manage individual expectations ensuring decisions and conditions were only specific to the material considerations of the scheme rather than other agendas e.g. panel members tendency towards discussing opinions relating to owners rather than the building merits.

### Appraising grant applications

Appraisals were undertaken on receipt of each grant application in order to help inform the grants panel decisions. WDBC's Heritage Specialist, Graham Lawrence, undertook desktop conservation appraisals for each of the funded projects. As well as scoring applications against set conservation related criteria it was an opportunity to suggest conditional recommendations that would enhance the overall heritage outcomes. A quantity surveyor, Trevor Humphreys, was retained to undertake desktop QS appraisals of each application. The scoring covered the tender process to ensure they were compliant with quality pricing and with clear scopes of work that covered the necessary depth of repairs. The QS also advised the TTHI project manager as early as possible of any related concerns. At times appraising projects required the QS to liaise directly with the project's professional agent to raise and resolve queries. General appraisals for each application were carried out and scored by the project manager.

### Professional advisors/agents and contractors

Grant applicants were required to engage a professional agent whatever size of project who could manage the project through to completion, including contract administration. These architects or surveyors had to belong to a recognised professional institution and have either a suitable heritage accreditation or significant heritage experience. It was the applicant's own choice which agent to engage or which contractor they obtained their quotes from, although guidelines stated a preference for local contractors. Most professional agents were used repeatedly, with 4

engaged over the scheme, including on the public realm projects. Overall, each of the 8 TTHI property projects ran relatively smoothly and were delivered on time and budget.

### Communications and media coverage

Overall, the TTHI achieved a basic level of publicity and communication. The dedicated THI website began well but was rarely updated towards the end of the Scheme nor was social media used effectively, although newsletters were distributed to 8000 local households. Funding was spent on public-facing foam boards on scaffolding and hoardings of sites which explained each project but did not benefit from strategic communications tying all elements together.

Despite the lower levels of communication for the THI, there has been a reasonable level of local publicity generated through press releases, particularly on the critical and public realm projects. From a review of press clippings, the media was generally supportive over the years in covering the Scheme and this was useful for awareness raising. The press picked up some negative stories, such as impacts of Pannier Market closures and reduction in car parking spaces through public realm enhancements. TTHI education and training activities drew positive coverage in the context of the success of the regeneration scheme.

### NLHF monitor input

A scheme monitor, Paul Mercer, was appointed by NLHF for 4 days a year to safeguard its investment and ensure what the TTHI was funding was compliant with what NLHF can support. The project team felt the monitor was effective and supportive in calling progress meetings with members of the PMB periodically to review risks and offer advice and expertise to achieve the best outcomes for the Scheme.

### Financial audit

A Scheme-end financial audit will be undertaken by IAC, a specialist provider of internal audit services to town and parish councils. This will be undertaken by October 2020, after the completion of the final public realm project. This audit will scrutinise how the Council as accountable body administered the Scheme in relation to the robustness of the financial management systems e.g. payment arrangements to grant applicants. The results will be made available to NLHF as part of TTC's Scheme evaluation arrangements.

### Safeguarding the TTHI legacy

It is important that the Scheme's investment into 'future proofing' highly significant buildings and public realm in the historic centre is sustained for the future. Each TTHI contract addressed the responsibility of the grantee following completion of the works to "Maintain the property in good repair and condition and in a manner consistent with the character and appearance of the conservation area." TTC as accountable body, is therefore responsible for ensuring compliance with grant terms for each agreement and plans to review the position of each participating property when a designated change occurs and immediately prior to the agreement coming to term.

For participating TTC properties, a sinking fund has been established to support maintenance plans. TTC, in its capacity as a beneficiary of the THI Scheme, has introduced annual contributions to sinking funds earmarked to the critical buildings - as at 31<sup>st</sup> March 2020 these amounted to £107,500. The cost of routine repairs and maintenance being met from the annual property maintenance budget.

*This approach provides surety of funding for future major capital works as/when they arise calculated in accordance with property sector standards. It also means that ongoing (more routine) works are embedded in both budgetary arrangements. Additionally, that the working practices of the Councils property maintenance team who have developed historic building repair and conservation skills through working alongside contractors and attending at complementary initiatives through the duration of the Scheme, are maintained and grown. – Carl Hearn, Town Clerk, TTC*

Table 6a, Challenges and Benefits of TTC as 'accountable body'

Benefits of TTC being the lead applicant/accountable body	Challenges of TTC as accountable body
<ul style="list-style-type: none"> <li>• TTC as accountable body has provided more localised decision-making and a more agile approach than what WDBC would likely have offered, given the impact of austerity measures. TTC was a committed administering authority in it for 'the long haul', providing less project risk in this area.</li> <li>• TTHI was fundamentally a project about Tavistock, so local ownership of the Scheme garnered more local support, and better integration with the town's WHS agenda, as Tavistock is a gateway 'Key Centre for the Cornwall and West Devon Mining Landscape World Heritage Site'.</li> <li>• It helped build a more harmonious relationship between the borough and the town council, although there were still sensitivities that needed to be managed.</li> <li>• It enabled TTC to build its capacity as a community leader, to develop stronger partnerships and relations with individuals and groups within the heritage community, which has boosted the investment legacy.</li> <li>• TTC as landlord of the Pannier Market, Butchers' Hall and public realm land was well positioned to ensure these projects were effectively managed and delivered.</li> <li>• TTC staff have made large gains in skills with rich transferrable learning in areas such as project management, project financial management and managing stakeholder relations. Staff have</li> </ul>	<ul style="list-style-type: none"> <li>• With the TTC taking on the administration of the Scheme due to the late withdrawal of WDBC, there was a general lack of understanding of what being an accountable body meant in relation to governance.</li> <li>• There was reduced scheme development within the first 24 months while both TTC and NLHF established relationships, clear processes and a common understanding, especially in relation to governance and risk. As this TTHI was the first scheme in the country administered by a third tier council, there were no sector reference points or models of good practice. NLHF did not seem to understand the available resources of a town council were very different from a Local Planning Authority (LPA).</li> <li>• There have been challenges in progressing the Conservation Area Management Plan and appraisal reviews, as TTC is not the LPA.</li> <li>• It has been challenging for project managers to deliver whole scheme activities without the broader and deeper (across disciplines) support available in principal councils/LPAs.</li> <li>• There has been a high dependence on a very small number of key people and the impact on a small workforce has been disproportionate.</li> <li>• Specific to capacity, TTC has been continuously under strain for 5 years to deliver the TTHI, negatively impacting on 'business as usual' to the detriment of some other areas. It will only be over</li> </ul>

developed detailed knowledge of NLHF processes, which have already been put to use in the NLHF funded Guildhall Gateway Centre Project.

- It provided an opportunity for internal innovation with new methods and ideas by combining the use of the 'General Power of Competence' with a willingness to take managed risk and think outside-the-box.
- It led to a plan based approach by the Council to its own property management and the establishment of 'sinking funds' to provide for future repairs to its own historic buildings.
- TTC has gained a better understanding of how partnership delivery and grant awards can make a long term difference to regeneration and the wider community. It has demonstrated how a local council can deliver a third-party grant scheme and have developed a model for this in terms of templates and process to help others on that journey.

the next few years when the cost of diverting time and resources to this Scheme will be fully realised.

- Some stakeholders perceived TTC's dual role of being both the accountable body and a main beneficiary as an unacceptable conflict of interest, as the Scheme was seen as an opportunity for TTC to allocate funds to their own estate properties. Negative perceptions were difficult at times, particularly as some targeted deprived areas, such as the Market Street public realm, disappointingly were unable to proceed. Some stakeholders felt community involvement was limited in these decisions. Conflicts of interests needed to be carefully managed in decision-making e.g. managing discussions was a balancing act when dealing with properties with TTC ownership at grants panel meetings.

### 6.3 What worked well and why?

#### Strong leadership and effective administration by TTC

In the end-of-scheme review session the PMB acknowledged that TTC's successful delivery and supervision of the Scheme was largely due to the skill, expertise and hard work by senior officers (town clerk and general manager) particularly in managing contractors and their effective coordination with each project manager. There was also an acknowledgement of a large investment from councillor's in their faith in

the scheme, and staff to deliver a heritage-led regeneration of Tavistock. Collated stakeholder feedback suggests that overall, the TTC staff team were effective at delivering the TTHI.

*In my time as Project Manager for the Tavistock THI I felt that there were a number of key factors that facilitated good progress with the programme. These included excellent support and assistance from the Town Clerk, General Manager and other finance and administrative staff and councillors at the Accountable Body, Tavistock Town Council, a small local authority which met the challenge of handling a significant funded programme in an exemplary manner. – Martin Searle, Former TTHI Project Manager*

## Effective governance through PMB

TTHI benefitted from a well-balanced and committed PMB, who met regularly. Thorough decision-making and reporting procedures were found to be in place, with decisions following the path set out in the development of the Scheme and in reaction to external circumstances. There have been stringent risk assessments submitted and systematically monitored within the schedule at regular intervals, in the context of delivering projects within tight budgets and time constraints. Overall delivery was maintained with flexibility to ensure the large majority of outputs were achieved, alongside value for money. On the few instances when grant applications faltered for whatever reason, the reallocation of funds was dealt with expeditiously.

*The Board have been always supportive but questioning at times when needed.* – Graham Lawrence, Heritage Specialist WDBC

## Strengthening community capacity

Although there have been some criticisms of the limited level of community involvement in the delivery stage, numerous<sup>20</sup> local individuals with interests in heritage, business or the community sector have volunteered with the TTHI in various capacities from sitting on the PMB or grants panel, to volunteering with the Scheme's heritage sharing events. Stakeholder feedback suggests these opportunities to converge with each other and local government and take part in decision-making to shape their town's future has fostered better mutual understanding. This type of engagement also provided rich learning experiences and awareness of external funding opportunities which further strengthens the capacity and vibrancy of Tavistock's community and heritage sector.

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<sup>20</sup> Unfortunately, volunteer records were not kept for the Scheme.

*I've learnt a tremendous amount through my involvement. By sitting as a community representative, during the lead up to project agreement with the HLF, and on, in particular, the Grants Panel, I learned how such systems work or do not work. I now understand how these HLF conservation and regeneration projects are put together, which has been educational in the broadest sense and really useful in my other community representation roles* – Alex Mettler, member of the TTHP and TTHI Grants Panel as representative of Tavistock Local History Society

*It has been interesting to work alongside elected members and officers on this project having previously had only an 'arm's length' involvement in the town's development* – Richard Jones, PMB Community Representative

## Supporting robust applications

During the application process to the grants panel there was at times a degree of to-ing and fro-ing between the QS, project manager and applicant's professional advisor to ensure that the information provided for final appraisal was accurate, with adequate contingencies and fully adhering to all guidelines. Sometimes this meant that tenders needed to be revised. The involvement of a QS meant that the final appraisals were robust with key issues resolved and could be recommended for QS approval ahead of a grants panel funding decision.

## Professional agents had positive working relationships with project managers

All 4 professional agents were interviewed as part of the evaluation and all rated their involvement with the scheme as "good" or "excellent".



They all had good and supportive working relationships with the respective TTHI project manager (and/or TTC key staff in the cases of public realm and critical projects), with 2 describing a real teamwork approach to getting the best value for the town from their project. Agents did offer some insight regarding issues they encountered with the Scheme (presented in Section 6.4), however all agents were very proud of their project achievements and outcomes, and all would hypothetically take on a future similar contracts.

*It has been a great pleasure to work alongside Wayne, Carl, Ian, Becky and all the TTC team to work on and complete the projects for the town. It is one of my proudest achievements to have seen the enhanced changes made to the Architecture for the people of Tavistock and of course to have preserved some of its key buildings for their future generations.* – Simon Crosbie, Le Page Architects

## 6.4 What didn't work well and why?

### High turnover in project managers

The multiple changes in project manager presented a lack of continuity from the development phase, a challenge for the PMB and impacted negatively on delivery timescales. The turnover of project managers meant time was taken to reappoint and familiarise new staff, leading to periodic delays, scheduling challenges and slippage. In particular, complementary initiatives were more concentrated at the end of the scheme than was planned and underwent significant changes due to each project manager's passion and areas of expertise. Relationship building was also harder to sustain e.g. with educational institutions. Both TTC and the PMB felt that what was required of each project manager was perhaps too much in terms of tasks for one role. Despite the loss and changes in project managers which could have been a significant risk, the PMB felt that the quick recruitment was carried out well to ensure momentum of the projects.

### Steep learning curve working with NLHF

There was a significant challenge for the TTHI team in understanding how NLHF worked. Some reporting and claiming processes were found to be very cumbersome and there were elements of uncertainty over both the timings and process for decision-making by NLHF. TTC did not initially have visibility of the limited allocation of THI monitor days provided to the Scheme. There were periods where decisions which were time critical actually took 6-8 weeks to be made, or correspondence to be reviewed and acknowledged. TTC ended up letting a £300K contract for Butchers' Hall prior to NLHF approval, so as not to risk missing the contractual window of opportunity. Early within the Scheme this strained relations a little.

### More responsibilities could have been devolved to THI project manager

Feedback from the NLHF monitor in relation to governance structures and lines of reporting suggested the Scheme could have benefitted from TTC delegating more responsibility and control to the THI project manager. By devolving some of the responsibilities further to the THI project manager they would have been able to make decisions in their own right to a certain level without always needing to refer them back to the grants panel. As the grants panel convened fairly infrequently, this created a reasonable amount of to-ing and fro-ing in order to progress changes or variations to approvals.

### Delivery concentrated later in Scheme with some slippage

There was reduced scheme development within the first 24 months while TTC and NLHF established relationships and a common understanding along with two changes of project manager. With the TTC taking on the administration of the Scheme due to the late withdrawal of WDBC, there was a significant amount of time spent early in the Scheme understanding what being an accountable body meant in relation to systems and processes. This lack of early momentum in project delivery was compounded by the need for the PMB and TTC as accountable body to build trust with heritage stakeholders. This meant the Scheme was really delivered in three years not five.

There were elements of project slippage throughout the Scheme, such as waiting for contractor availability, but the main delays that caused overall slippage were in the final Guildhall Square public realm project. A 6-month scheme extension was granted by NLHF until June 2020 in order for the public realm works to dovetail with the Guildhall Gateway Centre project. A 1-month delay then arose from a stop-work order by Historic England in connection with river stone cobbles identified on the site and

additional required works had to be agreed. At the same time a suitable solution was agreed in February 2020, a COVID-19 outbreak in China delayed the ability to source the required granite paving until June 2020. The escalation of the COVID-19 to a pandemic and the UK lockdown in March 2020 then required TTC to request a further extension from NLHF. At the time of reporting, The TTHI Guildhall Square public realm project has an anticipated completion date of October 2020, with the Scheme completing soon after that.

### Limited capacity to deliver communications

What has overall been recognised as an extremely successful THI has not had the effective communications to substantially promote the Scheme events, outputs and achievements. While thresholds were mostly achieved, project managers struggled to prioritise the quarterly external communications, and TTC did not add value in the way that it would have liked in this area. A contributing factor was the size of TTC and its limitations in capacity for in-house communications. Support from WDBC's press office and communications officer, as set out in the Stage 2 bid, was not forthcoming for reasons of shrinking capacity within the local authority. The less than ideal level of communications was compounded by the changes in project managers and the understandable commitment to focusing available resource on the physical work to buildings and public realms.

### Complexity of process and paperwork

Some professional agents for third party grant projects, as well as some applicants, felt that the THI processes were very burdensome, with 2 applicants rating the grant application and approval process as "Poor". One describing the process as "labyrinthine" especially the conservation deficit valuations and the unduly complicated process of choosing both architect and builder through needing to write a report outlining the pros and cons. Another applicant expressed "It's a very complex time-

consuming process and this must put some people off". This applicant stressed how the skills of the professional agent were essential in acting as the intermediary to negotiate the complexities.

Another professional agent said the onerous process "was more complicated than it needed to be, as we weren't dealing with enormous value projects. It made a lot of work for people like me" and in the end he helped redesign how some of the paperwork was put together. In terms of fee income from a professional perspective, as a one off job a THI project was seen as more of a loss-leader, really only making financial sense in doing more than 1 project. Another agent said while they knew what sums would be made available, it was a bit of a mystery how it was calculated and would have liked the opportunity to understand this process. The complexity was not helped by the original project scopes not being fit for purpose, as this meant original tenders were much higher than the grant amount, requiring time consuming revisions. In one project, a third of the original scope had to be cut back as the funding wouldn't stretch to cover it.

### Issues with grant claim and payment process

Some of the professional agents and applicants felt the claim process could have been improved as they had to complete "huge complicated spreadsheets". Claims from property owners could have been simplified as claims required a split between repair and restoration costs, as NLHF operated on basis of overall grant rate. A significant issue arose from the process not recognising that some applicants didn't have the cashflow to cover the contractor payments. Applicants had to pay contractor's invoices before they could send a receipted invoice to TTC to claim part of their grant. One applicant had statutory demands levied on them by the builders as they didn't have the £44,000 cash to make payment within the 14 days. On another project, the contractor waited 6 weeks for their first payment and felt their client didn't understand the payment process.

There was a PMB decision partway through the Scheme to allow property owners to delay payment of the grant proportion of contractor's invoices until the grant was received, but this caused problems for the contractors and confused relationships. Some applicants paid their non-grant proportion and then the contractor would have to wait for TTC to process and pay the applicant the money, and then for the applicant to pay the contractor. With the JCT intermediate format of contract used, technically some client/applicants were in breach of the 14 day payment terms from certification and relied on the good will of the contractor to be patient.

One professional agent suggested much better communication was required on this issues and that this payment delay should be acknowledged in the process at the outset, so that the contractors who are tendering have an expectation and it would be reasonable for them to put some risk cost against their price. Another professional agent interviewed didn't experience any issues as payments were discussed well in advance of starting work on-site, establishing in detail with the client what funds would be available at what stage, and communicating with the contractor to ensure all parties were in agreement.

### Claim for contract variations

The 2 public realm projects encountered difficulties due to the unknowns found below ground. Following practical completion of the Pannier Market surrounds the contractor submitted a substantial claim in respect of contract variations. Some elements were considered reasonable, and others rejected, with agreement reached in the end. These issues seem to have arisen through a lack of clarity and miscommunication. There was a divergence of views regarding the extent of work which should have been undertaken while awaiting a visit by the LPA's heritage specialists for a site inspection of historic cobbles. Elements of ambiguity in drawings left room for the contractor to base pricing on its interpretation, leading to a

lack of clear assumptions stated in the tender response and inadequate allowances regarding scraping the site. In an ideal situation some of these issues could have been raised and resolved before going on-site, and the remainder dealt with along the way in monthly progress meetings. The project may have benefitted from the input of an independent QS (as occurred in the 8 building projects), and also may have been more suited to a smaller contractor with lower overheads. These issues did not detract from the outcome and quality of the final product, which all parties agree was great.

# 7

## FINANCIAL SUMMARY



*Repaired and repointed chimney on Kingdon House*



## 7.1 Scheme Income and Expenditure

The TTHI Scheme was delivered to budget.

The TTHI Scheme has an estimated final value of £2,216,702 which included significant contributions (£724,831) from property owners towards project costs.

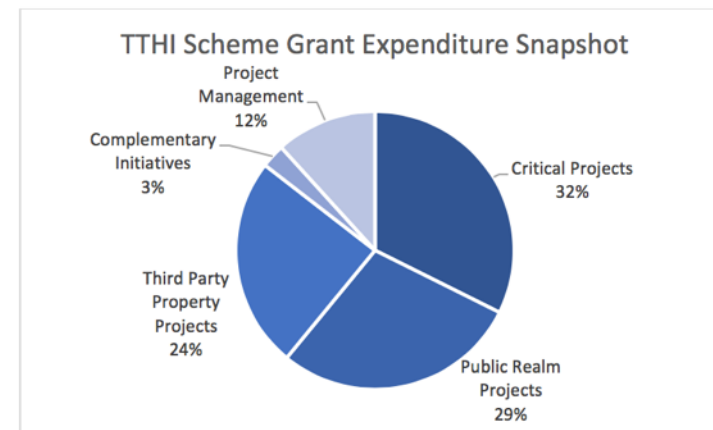
### Scheme Grant Income

Sources of Funding	Anticipated	Actual	Variance
<b>NLHF Grant</b>	980,000	980,000	
<b>Tavistock Town Council</b>	300,000	300,000	
<b>West Devon Borough Council</b>	50,000	50,000	
<b>Devon County Council</b>	20,000	5,000	-15,000
<b>GD LEAF (RDPE Leader Programme)</b>	80,000	80,000	
<b>Section 106 grants for Public Realm</b>	50,000	85,000	35,000
<b>TOTAL</b>	<b>1,480,000</b>	<b>1,500,000</b>	<b>20,000</b>

The reduction in DCC income was mitigated by the increase in section 106 grants.

### Scheme Grant Expenditure

Project	Anticipated	Approved	
<b>Critical Projects</b>	Butchers' Hall	166,000	188,878
	Pannier Market	305,000	296,593
<b>Public Realm Projects</b>	Pannier Mkt surrounds	100,000	190,000
	Guildhall Square	154,000	238,696
<b>Third Party Property Projects</b>	3 Market Street	26,000	34,249
	1 Church Lane	100,000	134,798
	81 West Street	58,000	73,025
	9 West Street	32,000	36,823
	10 West Street	31,000	48,742
	Kingdon House	30,000	40,609
Projects originally planned but not brought forward and monies reallocated	198,000	0	
Complementary Initiatives	70,000	41,399	
TTHI Project Management	210,000	176,225	
<b>TOTAL</b>	<b>1,480,000</b>	<b>1,500,037</b>	



## 7.2 Funding Profile for Projects

The below table illustrates individual project funding profiles. All but 1 project had a significant uplift in the approved grant above the original estimate. Overall, there was a 29% increase from the anticipated grant amounts to the total approved grants, primarily due to inaccurate early cost estimates. Collectively, property owners have contributed 36% (£724,831) of the Scheme's eligible project costs.

	Project	Anticipated Grant from Scheme Development Stage	Approved TTHI Grant	Variation of Initial Estimate to Approved Grant	% Change	NLHF Grant Amount	Common Fund Grant Amount and Owner's Contribution	Total Eligible Project Costs	Total Actual Project Spend (based on claimed grants)
<b>Critical Projects</b>	Butchers' Hall	166,000	188,970	22,970	14%	125,075	189,364	312,840	314,439
	Pannier Market	305,000	296,593	-8,407	-3%	196,404	379,371	603,267	575,775
<b>Third Party Property Projects</b>	1 Church Lane	100,000	135,005	35,005	35%	89,263	118,035	204,262	198,344
	10 West Street	31,000	50,406	19,406	63%	32,277	35,559	69,790	69,585
	9 West Street	32,000	37,474	5,474	17%	24,733	28,669	53,129	52,750
	3 Market Street	26,000	37,641	11,641	45%	13,308	37,544	50,808	47,461
	81 West Street (F/H + L/H)	58,000	75,820	17,820	31%	48,357	56,117	105,562	104,474
	Kingdon House	30,000	45,000	15,000	50%	26,891	87,247	126,692	113,177
<b>Public Realm Projects</b>	Pannier Market Public Realm	100,000	190,000	90,000	90%	125,818	112,255	190,000	238,073
	Guildhall Square Public Realm	154,000	238,696	84,696	55%	158,017	126,983	285,000	285,000*
<b>TOTAL</b>		<b>1,002,000</b>	<b>1,295,605</b>	<b>293,605</b>		<b>840,143</b>	<b>1,171,144</b>	<b>2,001,350</b>	<b>1,999,078</b>

\*Estimate at Aug 2020 as Guildhall Square project not yet complete.

# 8

## EVALUATION FINDINGS



*THI events allowed people to explore local building materials*

## 8.1 Scheme Outputs Table

The TTHI action plan outlined key outputs that were to be achieved over the 5 year delivery, with progress monitored annually by the project team. These outputs have provided a basis for this evaluation to review the Scheme's impact in achieving the 6 aims and are discussed throughout the section 5 review. The table below presents the expected and actual position for each output.

*Table 8a Actual Scheme Outputs*

Outputs	Expected	Total at Scheme-end	Variance
Critical projects completed	2	2	0
Target buildings repaired and restored	9	6	-3
Shopfronts repaired or re-instated	8	3	-5
Commercial /retail floorspace brought back into use (sqm)	600	589.5	- 10.5
Area of Public Realm improved (sqm)	2,550	2,781	231
Jobs safeguarded or created through bringing back floor space (FTE)	39	29	-10
Temporary jobs created (FTE)	17	36	19

Number of businesses supported	22	158 (8 business directly benefitted from grant aided repairs, a further 150 PM market traders supported)	136
Number of hours training	40	44	4
Community events/initiatives	8	8	0
% of grant committed	100	100	0
Partner Contributions	500,000	520,000	20,000
HLF contributions	980,000	980,000	0
Owner contributions (£000s)	499,000	724,831	225,831
Total scheme expenditure (£000s)	1,979,000	2,216,702	237,702

## 8.2 Summary of NLHF Funded Outcomes

The TTHI scheme has been successful at delivering the following NLHF priority outcomes for heritage, people and the local community.

### Outcomes for Heritage

**The townscape heritage is in a better condition** with the deterioration of key listed buildings reversed. High-quality and some award winning conservation work has been delivered, improving the appearance of the centre of town. The public realm work not only improves the condition of public spaces in the Conservation Area and enhances the setting of the CA and WHS but people say it is more attractive and welcoming.

**The townscape heritage is now better managed.** Principles of conservation repair have been promoted throughout the TTHI and local property owners are more aware of their responsibility towards properly maintaining their buildings to arrest further problems. TTC has set up a sinking fund to safeguard the proper maintenance of key heritage assets. Numerous local contractors have gained practical conservation skills to better care for the local built heritage.

### Outcomes for People

**People have developed skills.** As part of the building projects, tradesman, interested professionals and members of the community have enjoyed practical hands-on sessions sharing and enhancing traditional conservation skills. A-level students have been introduced to heritage skills such as stone carving and wood working.

**People have learnt about heritage.** Hundreds of community members supported TTHI events and enjoyed learning about their local built heritage within the CA and WHS. Initiatives such as renewed blue plaques, heritage trails and interpretation leave a legacy to engage visitors and future generations with the unique story of Tavistock.

### Outcomes for Communities

**More people and a wider range of people have engaged with the local built heritage,** with event audience surveys demonstrating people with little or no interest in heritage attended events and left knowing more about Tavistock's townscape and architecture. Some even wanted to pursue this interest. Occupants of listed buildings were inspired with a new sense of responsibility and interest in the built heritage they occupy. A charitable Tavistock Heritage Trust has been created to support and deliver future heritage initiatives.

**Some negative environmental impacts have reduced.** Projects considered sustainable building methods and local products were used where feasible. Energy efficiency and thermal performance has been improved in target buildings through roof and window repairs. The Bedford Energy Project has given homeowners of listed buildings practical support to lower their home energy consumption in affordable ways.

**The local area is a better place to live, work and visit** as a result of the uplift in the general environment and setting of the CA and WHS. Local people have acknowledged they appreciate the visual enhancements to the town, securing local character and quality. There are now more welcoming public spaces to use. Both residents and visitors appreciate the improved experience in the town centre, and some come more often as a result. There is an increased cohesion amongst some heritage stakeholders in the town, already collaborating on future heritage projects.

**The local economy has been stimulated** in the immediate vicinity of the THI investment areas through returning vacant floorspace into productive use. New FTE jobs have been created and new income generation opportunities exist for local businesses and traders, particularly within the enhanced market complex and Butchers' Hall. New lighting in the market complex has created more opportunities for the night-time economy in the future.



## 8.3 Summary of Main Scheme Strengths

### Achieved scheme aims, although not all intended outputs

Overall, the TTHI achieved what is set out to do, with all 6 scheme aims delivered against. Through improving the historic fabric of prominent yet neglected buildings, carrying out long-overdue enhancements, and returning historic buildings to commercial use, the town's Conservation Area has been both preserved and enhanced. By providing new uses and safeguarding existing uses for target buildings the TTHI has kick-started a regenerative process during a period of an extremely challenging financial climate. The TTHI has made a significant and valuable contribution to the future prosperity and sustainability of the commercial and social wellbeing of the town.

### Very effective at uplifting the CA and WHS

All works have contributed well to this through addressing urgent needs of significant historic buildings, thus safeguarding their future and all within a concentrated area of the town centre. There have been impressive visual results, particularly around the market complex. This has been despite the disappointment of the Market Street/Bank Square public realm projects not being delivered due to landowner withdrawal. However, both public realm areas that were addressed were those classed as being the highest priority. The 1 Church Lane project has also been a real strength providing a large visual improvement to the town centre, as it was a long time in coming and literally saved the building from imminent collapse.

Through the Scheme's events, initiatives and publicity, local people have been able to understand that the mining World Heritage Site is not just about Cornwall, and that actually Tavistock plays an important part. The TTHI has paved the way for the £1.6m Guildhall Gateway Centre project,

which is set to significantly increase the prominence of the WHS as a tourist attraction in the heart of Tavistock's historic town centre.



*The enhancements to the market complex have significantly uplifted the CA.*

### Professionalism and high-quality workmanship on key buildings

Numerous feedback from stakeholders provides testimony that key projects have been dealt with successfully in a very professional manner. Strong knowledgeable professional teams have been appointed, who have shown a dedicated approach to securing quality and overseeing the delivery of historically appropriate workmanship. Heritage experience and conservation skill credentials were a factor in selection criteria for main contractors.

The conservation quality of projects has been recognised by Devon Historic Building Trust Conservation Awards, which acknowledges best conservation practice and good design. As already detailed in section 5.1.3, of the 8 TTHI buildings 3 were shortlisted in recognition of the heritage contribution they made and one received a first place (Butchers' Hall), with 2 commendations (Pannier Market, 1 Church Lane). There was also notable quality of conservation work delivered on Kingdon House.

*The THI has delivered building conservation works of the highest quality, especially Butchers' Hall, Pannier Market and Kingdon House. These exemplars will be a lasting reference point for others. The skills gained within TTC and amongst the local contractors will also give ongoing benefits to this exceptional heritage town. – Graham Lawrence, Heritage Specialist WDBC*

### TTHI has improved people's experience of Tavistock and enhanced the town's reputation

The TTHI has enhanced the public's appreciation of the Conservation Area with the scheme works generally very well-received, particularly the more visible public realm projects. Physical enhancements, combined with the TTHI engagement activities such as the Heritage Craft Skills Weekend, have improved people's experience and appreciation of the town's internationally significant heritage. The TTHI has enhanced Tavistock's reputation as a destination for shopping in a historical setting. Evidence has been presented in section 5 of increased visits as a result of the TTHI, in Butchers' Hall, Pannier Market, 1 Church Lane, and Kingdon House.

Tavistock would not have had the 2019 Royal Visit without the TTHI enhancements. Work to the Butchers' Hall, Pannier Market and perimeter works formed a core part of The Prince of Wales and The Duchess of Cornwall's visit, as they toured the eclectic mix of stallholders



The 2019 Royal Visit included the Butchers' Hall

in the markets. Prince Charles also briefly spoke with the team leading on the TTHI restoration works.

### A large number of livings have been safeguarded and supported

Though only 8 building projects were completed by the TTHI, which generated an estimated 36 FTE construction jobs, a large number of livelihoods have actually been safeguarded. This has been through the Pannier Market improvements which supports an estimated 150 market traders through maintaining the long-term viability of the commercial space within the Pannier Market. An estimated 350 market traders and small business have taken up new commercial opportunities to trade from Butchers' Hall. The improved adjoining Pannier Market perimeter now also provides enhanced complementary commercial opportunities. This significant support to small businesses and sole traders was a result

of good prioritisation of critical buildings at the development stage, which offered widespread commercial benefits.

### TTHI leveraged private investment, and match-funding

As well as unlocking over £750,000 in additional direct spend and owner contributions, 2 projects secured match-funding grants from Greater Dartmoor Leaf in excess of £150,000. In response to TTHI improvements that secured the external envelope of historic buildings, further investment in internal works funded outside of the TTHI projects was 'unlocked', such as the 1 Church Lane restaurant fit-out. TTC made substantial investments outside of its TTHI contracts for fit-out improvements to both the Butchers' Hall and Pannier Market in order to secure the best uses for the buildings in a way that maximised economic impact whilst preserving the building's historic fabric and special character. Kingdon House experienced a similar situation where the Kingdon House Community Association began a phase of internal improvements following the TTHI project making the building watertight.

### Good early consultation and wide involvement

The TTHI benefitted from the development of an overall strategy by a strong local partnership – the Tavistock Townscape Heritage Partnership. The regeneration strategy had clear priorities and objectives. There has been wide involvement of the community, heritage and business representatives, particularly early in the scheme. The TTHI has also benefitted from a planned approach to consultation, including through the Tavistock Public Realm Strategy development and 2014 Conservation Area Management Appraisal and Plan public consultations. There has been a willingness by the PMB and TTC to meet the public and community groups throughout the scheme to seek views from stakeholders. For example, consultation with the Town Hall and Pannier Market Consultative Group enabled prospective hirers views to be considered by the design team for the Butchers' Hall project.

### Success underpinned by committed driven people, generously giving time and expertise

A central thread running through the project delivery, and indeed the development stage has been people's dedication and enthusiasm to see this marathon of a Scheme come to fruition for the benefit of the town and its people – from the committed and effective PMB, the skills and expertise of hardworking TTC senior officers managing contractors, the large investment from TTC Councillors in their continued faith in the Scheme, the passionate project architects prepared to run guided tours on weekends, or the considerable time and expertise given by the LPA's Heritage Specialist. Early input via the WDBC Economic Development Officer was also crucial in establishing positive relationships and bringing forward third-party grant applicants. This dedication combined with a flexible approach to problem solving was a significant success factor. There was flexibility from the LPA in working with project teams to overcome unforeseen challenges promptly and pragmatically and project architects developed good working relationship with the LPA. In the early part of the scheme development, the commitment from local heritage organisations was also very valuable.

*The programme also benefitted from keen interest by key heritage partners including Tavistock Heritage, Tavistock and District History Society and Tavistock Heritage Trust (once formed), which were represented either on the Project Board or Grants Panel.* – Martin Searle, Former TTHI Project Manager

### Effective use of Tavistock Heritage Trust as delivery partner for engagement

The TTHI has benefitted from a strong harmonious working relationship with Tavistock Heritage Trust (THT). THT's commitment to increasing involvement in and knowledge of the historic environment made it a well-placed delivery partner for several very successful complementary

initiatives. Helpfully, key people in THT have an interest not just in heritage but in local architecture and sharing local history. This partnership with THT was a useful way of generating community involvement in heritage issues and was a very sustainable way of working, using existing networks and volunteers, and leaving a positive legacy.

*Tavistock Heritage Trust has been delighted to be able to work alongside TTC to deliver the complementary initiative aspect of the THI project. The organisation of the heritage skills lectures, traditional crafts weekend, Heritage Opens Days event, renewal of blue plaques and creation of a town art installation, has provided both projects with an ongoing positive legacy. This legacy includes a closer engagement with the community, an increased awareness of the history and heritage of the town, the recruitment of a new cohort of heritage volunteers and a higher and more positive profile for the Tavistock Heritage Trust and the Guildhall Project. – Geri Parlby, Chair of Tavistock Heritage Trust*

### NLHF flexibility in some areas

The PMB felt the NLHF was helpful and pragmatic in its decision-making around allocation of resources to secure the greatest benefit for the TTHI. NLHF offered the flexibility to re-allocate funds and agree an extension to the Scheme to avoid capital scheme conflicts with the Guildhall Gateway Centre project. NLHF also agreed to a request to increase the stated 25% cap on public realm works, and this has allowed underspend from some other parts of the programme budget to be used to fund the Guildhall Square public realm works.

## 8.4 Summary of Main Scheme Weaknesses

### Uplift in costs from inadequate early estimates

A significant low for the Scheme was the realisation that some of the project costings in the survey commissioned by WDBC in 2013, did not include key items. This initial survey work was undertaken on the identified critical and priority properties to estimate the repair and reinstatement costs and inform the scheme's application in scope and funding to NLHF. Early in the delivery stage it became apparent that this work was flawed, contributing to cost estimates at most projects procurement stage coming in significantly higher than the what was originally allocated in each budget. The rudimentary costings in these initial surveys were based on generalities perhaps more appropriate to a basic feasibility study, rather than estimating realistic costs. There were also some unhelpful omissions, such as scaffolding. There was generally not enough contingency built into the projects, nor adequate allowance for inflationary uplift, exacerbated by the 2 or more years that it took to get the capital projects underway. The impact at project level meant sensitive and prioritised value engineering exercises on the original scopes by each professional agent in order to meet budgets.

Ultimately, the uplift in costs meant that fewer projects could be delivered. The PMB did not have to reconsider the scope of the Scheme, as the increase in costs was mitigated by the fact that not all priority property owners wanted to participate. The PMB ensured clear identification of those priority projects which were most deserving in heritage terms and those which were less so in order that the grants panel, in making offers, could ensure that properties of the highest needs and greatest value were best supported with the limited resources available to the Scheme. This meant lower priority projects received less than originally budgeted.

### Market Street public realm scheme not delivered

The Market Street public realm project in the secondary shopping area was not delivered as the costs for the appropriate heritage materials (cobblestone continuation and replacement) proved to be more than Devon County Council, as landowner, could commit to, despite prior support in principle. Nor did DCC work up any other scheme that would be suitable in terms of heritage materials. This unfortunate outcome with DCC unable to commit, was due in part to the TTHI's high aspiration to ensure the street scene and highway surfaces respected the World Heritage designation and historic quality of the area. Fortunately, for the TTHI outputs, the two highest ranking public realm projects in terms of need were funded.

### Reduced support from funding partners

The reduction in funding capacity by DCC as Local Authority resulted in outcomes that were less than those desired. DCC committed up to £20,000 in the form of £5,000 per annum from 2014/15 onwards (£20,000 total) to support the delivery phase. In the end, only £5000 was contributed by DCC, which could have jeopardised the scope of the Scheme, although thankfully did not in the end. Also, coinciding with the TTHI, WDBC underwent a major reorganisation and merger of some services with South Hams Council, resulting in a lack of allocated officer time specifically for the Scheme and minimal senior officer level support which led to TTC becoming the 'accountable body'.

### High turnover in project managers

TTHI had 4 successive project managers with 3 resigning in a relatively short amount of time, which presented multiple challenges and negatively impacted on timescales. In particular, some third-party property projects experienced a lack of continuity, and complementary initiatives were more concentrated at scheme-end than was planned.



Changes in project managers and their focus, expertise and passion also impacted on the direction of the TTHI complementary initiatives. Despite the loss in project managers, the PMB felt that quick recruitment was well-managed to ensure momentum of the projects.

### Barriers to momentum in delivery and scheme slippage

Both the loss of successive project managers and TTC inheriting the role of accountable body late, were factors that contributed to project delivery being concentrated in the final 3 years of the Scheme. There was a steep learning curve for TTC to understand how NLHF functioned in relation to process and decision-making. It took significant time in the first 2 years to develop processes and establish relationships, as a parish council had not managed such a scheme, nor was there any model of good practice to compare against.

Programme delays with the final Guildhall Square public realm project are estimated to result in overall scheme slippage of 4 months, beyond the already agreed Scheme extension of June 2020. Contract administration challenges stemmed from the discovery of archaeological findings and associated Historic England stop-work order and archaeological watching brief, then the COVID-19 outbreak in China interrupted supply, followed by the UK wide 2020 Lockdown. The complexities caused by archaeological uncertainties underground also caused programme delays with the Pannier Market public realm.

### Lack of capacity for communications and stakeholder management

Section 6.4 outlined the factors leading to overall lower levels of communication from the TTHI Scheme, such as changes in project managers, focusing available resource on capital works, TTC's limited capacity for external communications, and limited support coming from WDBC's press office and communication team. The TTHI delivered three separate substantial capital works projects in the market complex area

within a short 3-year period. Some disruption to business continuity was inevitable, and the mitigating measures TTC put in place were not to everyone's satisfaction. Pannier Market traders were given options for temporary relocation, but some chose to close for the duration of the works. Business interruption, together with the scaffolding and physical disruption of being near a building site, led to some loss of goodwill towards TTC amongst traders and businesses. A significant amount of time was needed to manage stakeholder communications and relationships around unfortunate and at times divisive perceptions. TTC was limited in their ability to carry out this function and staff found this extremely challenging at times e.g. when there were claims for loss of earnings and adverse publicity in both local and social media.

### Difficulty partnering with the education sector

An element of the TTHI's complementary initiatives for training aimed to engage young people through partnering with training providers and the education and youth sectors. This element was not as successful as planned, nor did it achieve the aim of significantly raising the skills base of young people in the local area, as the nature of the training was of a short taster-session. The economic climate and state school funding cuts meant many schools and colleges were not in positions to engage in a longer term NVQ type offer. Educational institutions were reluctant to participate in activities that were off-site visits or that were not a part of their mainstream offer. The multiple changes of TTHI project managers also likely had a negative impact on fostering relationships with schools.

## 8.5 Lessons Learned and Recommendations



In sharing the following key lessons learned and subsequent recommendations it is hoped these will help enhance the preparation and management of future heritage-led regeneration projects by other organisations.

### Improve due diligence in estimating scheme costs

TTC learned early in the Scheme that it should have done more due diligence in relation to project costs as the initial survey work to estimate these costs required more accuracy. This was difficult with regards to timeframes as TTC inherited both the role of accountable body and a well advanced proposal within tight timeline for NLHF's funding cycle. WDBC had commissioned the initial condition surveys and TTC had little time to assess these as fully as it would have liked.

Future schemes would benefit from building in time to carefully and robustly assess how building projects are costed. A significant factor in the tenders for the TTHI critical and priority projects coming in well over-budget was the application of a general average allowance used for roofing works, as well as some significant cost omissions. In future, a cost risk assessment could be undertaken, depending on the depth of condition surveys. If generalities are being applied to estimate project costs, then a coefficient could also be applied as part of the risk assessment which considers factors such as the age of the properties, the nature of the construction, maintenance history etc. This would ensure a more realistic approach to costings. Also factor in anticipated price inflation more accurately over a longer-term scheme.

### Assess financial risks related to funder and partner commitments

Future regeneration schemes would benefit from a better understanding of the commitment of public realm partners to avoid wasted effort and unmet community expectations through no failing of the scheme. Fully assess associated financial risks of any match funding. When the County Council withdrew its in-principle funding commitments as a key TTHI partner this was partly mitigated through further match-funding from Greater Dartmoor LEAF by TTC producing a successful a grant application. The time and resources to complete these substantial funding applications can be very onerous on a small team, so forward plan these as much as possible. The eligibility criteria for this fund was also constraining, as it could only be allocated to Butchers' Hall.

### Recognise and respond to small business perspectives

Trying to get third-party property owners on board takes a lot of effort. TTHI project staff worked hard to promote the Scheme, develop interest and build a level of trust, confidence and understanding with private sector property owners to join the scheme. Despite this, they found it was challenging to engage the private sector during a difficult economic climate. Changes in key THI staff likely did not assist.

Future schemes need to factor in the economics of small business needs. Small local property owners are more interested in returns rather than investing in their buildings, let alone in a way that is sensitive to any conservation requirements. The condition of property owners to employ a professional agent adds a layer of complication and obvious additional cost, which was seen as a turn-off. Actively looking for ways to reduce barriers for small business involvement in THI schemes is important, such as not making the paper-work too onerous and demonstrating value for money or measurable business benefits.

As the scheme progressed, it became apparent that some property owners did not have the financial capacity to manage the full value of works undertaken and then claim this amount back from the common-fund. Pre-empt this well in advance, confirm payment processes are understood and planned for to ensure good working relationships between all parties, and positive examples to encourage future applicants. If a scheme has to heavily 'hand hold' to get a project to application stage, it may have to continue this handholding throughout the project, so be aware of this trade off.

### Ensure early engagement with third-party property owners

Future schemes should ensure they engage well and early with third-party property owners, and this starts during the development stage. It wasn't certain which owners would come forward in this Scheme. While the early focus on the TTC owned critical projects ensured high profile successes, it also meant less focus on the third-party property grants which did not come forward until the back-end of the Scheme. The lack of continuity in the THI project manager role exacerbated the difficulty in bringing forward third-party property applicants early in the scheme, as a crucial success factor is their ability to build quality relationships, rapport and trust within the community.

### Considerations for third tier councils partnering with NLHF

The TTHI demonstrates, for the first time, that third tier Councils can successfully deliver a THI Scheme as the lead applicant and accountable body. This presented particular issues, challenges as well as benefits which have been discussed in Section 6.2. An important success factor was TTC's ownership of historic buildings included in the Scheme as 'critical' projects. This ownership meant TTC had direct control to secure high quality outcomes for the built environment that acted as award winning exemplars.

TTC experienced challenges in understanding NLHF requirements, and how they worked, especially around decision-making processes. Councils considering THI type schemes would benefit from understanding NLHF's flexibility around its parameters in delivering schemes and seek sector best practice documentation when they are designing its processes to match NLHF requirements. Pursue previous scheme evaluation reports through NLHF, particularly lessons learned through evaluation, as there are many commonalities.

TTC as a third tier council is not the LPA, and this has presented some difficulties. While the Scheme added some impetus to the LPA's Conservation Area Management Plan review, the LA capacity pressures meant that both the completion of some short and medium term actions from the 2014 edition of the CAMP, as well as the review and adoption of a 2020 revised version has not been well prioritised.

### Better planning and a more realistic approach to training

Future schemes should acknowledge that engaging with young people and schools is increasingly difficult and this is a national situation where schools have limited flexibility to partner in non-core opportunities. The difficulty should not be underestimated, and any engagement with children and young people needs to be planned early, well-resourced, flexible, focus on relationships and involve a collaborative approach in designing the training programme or plan.

While the TTHI talks and community events were well-attended, the property skills training events were less so. Much of the Scheme involved large amounts of roofing work which didn't easily lend itself to skill demonstrations, and there were not the ample opportunities for upskilling that some THIs can offer. The contractors generally had sound conservation expertise, so the skills workshops were interesting to them but not going to result in substantial upskilling. It was difficult to attract

apprentices to workshops as they would have to take time out of their working day.

It was quite ambitious for the TTHI to make a substantial impact on ensuring local supply for conservation building work is able to match demand, with only training 15 young people. Future townscape regeneration investment to address skills shortages would benefit from a joined-up local/regional approach to overcoming barriers to careers in traditional building crafts, perhaps investing in training grants and bursaries for existing short-courses or providing grants for specialist tools. Ideally initiatives would be based on up-to-date needs analysis of the local heritage construction skills profile.

### Evaluate early

The evaluation process has highlighted the importance of building in evaluation as early as possible. It has been challenging to encourage people to respond to surveys and participate in interviews, particularly for activity that happened over 12 months ago or more. By raising this as a requirement, particularly in relation to grant funding throughout the Scheme, more insight and detailed impacts may have been captured. While success indicators were identified early in the TTHI, consistent monitoring and collation of some data could have been strengthened through an earlier and sustained emphasis on evaluation.

## 8.6 Conclusion

As a result of the £2.2m TTHI investment in Tavistock's Conservation Area and World Heritage Site, the town can showcase 9 projects (the 10th nearing completion) consisting of building restoration and repair or public realm works that have demonstrated high-quality and at times award winning conservation practice, that are already acting as exemplars for the proper treatment of historic buildings within the town.

The evaluation has concluded that all 6 Scheme aims were well delivered against, within the overall scheme budget, although there were changes to the somewhat optimistic intended outputs. The TTHI has left an enduring legacy through carrying out urgent repair works, securing optimum uses for key buildings, bringing one back from the brink of dereliction, reinstating architectural features, revitalising public spaces for the community, supporting existing and new jobs and businesses, providing training in conservation skills and involving the community.

The evaluation has found the TTHI enabled businesses and residents to play an active and informed role in the care and maintenance of their historic built environment. The feedback received from questionnaires and interviews was generally very positive. The consensus being that good project prioritisation has improved the visual impact and people's experience within the town centre. There was consensus from stakeholders that urgent works and enhancements to the town's vital market complex were the biggest contributor to placing Tavistock on a more secure footing, looking forward into an uncertain economic future, with the investment lessening the steepness of decline.

The evaluation has concluded the TTHI benefitted from highly-skilled, enthusiastic professionals, contractors, volunteers, as well as TTC officers. At times, the Scheme's focus seemed to be on the high-profile TTC owned properties, contributing to the heavy burden on a small dedicated council

team who had to balance being the accountable body and the main beneficiary. TTC's ownership of the 2 'critical' buildings and the 2 public realms meant they had the control to deliver high-quality projects, while other priorities could not be delivered due to partners pulling out of their commitments.

The TTHI has demonstrated how lower tier government can successfully deliver a regeneration project and third-party grant scheme. TTC's responsibility for a large property portfolio of buildings with high architectural and historic merit, including the market complex, gives it a vital role in the economic success of the town. TTC and most third-party property grantees have acknowledged an increase in their capacity in relation to the proper treatment of their buildings. TTC has upgrading the funded maintenance regimes for their participating properties.

The TTHI faced numerous challenges. Uplifts in costs reduced the number of projects that could be funded. The reluctance of some property owners to take part reduced the potential benefits. More could have been achieved had partners followed through with their commitments. Lessons learned have emphasised the need to be more realistic in what can be achieved through improved due diligence and better costing models. The TTHI was slow to get going with most delivery in the middle to late years, in part due to high turnover in project managers, which impacted on continuity in some delivery and community involvement.

As a result of the TTHI funding, the town's heritage, people and community have benefitted widely. Tavistock's reputation as a quality market town has been strengthened, along with the opportunity to promote the town based on its sense of place and quality historic assets. Wider regeneration activity is currently underway and there is a more coherent approach from TTC with community-based organisations and relevant authorities to the conservation and maintenance of the high-quality built environment within the town.



# 9

## APPENDICES



*Work underway on the Pannier Market public realm project*

## 9.1 Stakeholder Interview Schedule

### Project Stakeholders as Grantee, Professional Agent, Contractor, Occupant/User

KEY:

Interviewed
Left message min. of 3 times by phone or email and they have not returned call/email, or they declined to give feedback.
No longer available for contact (illness, no longer working etc)

Property	Grantee	Professional Agent	Contractor	Occupant/ User
Butchers' Hall	Tavistock Town Council	Le Page Architects – Director	A D Williams	TTC Marketing Manager and stall holders
Pannier Market	Tavistock Town Council	A J Bunning Architect	A D Williams	Perimeter stall holders
1 Church Lane	Mr N. Woolcock	Le Page Architects – Director	Obedair Construction	1 Church Lane Restaurateur
10 West Street	AGENT Walker Family Trust, King Wilkinson & Co Ltd	Kirkham Board – Director	Unicorn Construction – Operations Manager	Head Lessee
9 West Street	Mr N. Miah	Kirkham Board – Director	Unicorn Construction – Operations Manager	Owner of Ganges Indian Restaurant
Kingdon House	Kingdon House Community Association – Trustee, P. Jones	Building Conservation Services – Director	The Wessex Conservation Company Ltd - Director	Kingdon House Administrator
3 Market Street	Mr S. Church	Building Conservation Services – Director	W J Avery & Co	Owner of Bookstop
81 West Street	Freeholder: Mr J Burbage Commercial tenant: Day Lewis PLC, Mr Boardman	Kirkham Board – Director	Unicorn Construction – Operations Manager	No tenant at time of reporting
Pannier Market Surrounds	Tavistock Town Council	Le Page Architects – Director	Cormac Construction – Operations Manager	User survey work
Guildhall Square	Tavistock Town Council	Le Page Architects – Director	RM Builders Ltd – Project not completed at time of reporting	Project not completed at time of reporting

#### Wider stakeholder interviews also undertaken with the following people:

- Paul Mercer – NLHF Monitor
- Trevor Humphries – Quantity Surveyor
- Alex Mettler – Grants Panel member
- Geri Parlby – Chair of Tavistock Heritage Trust
- Graham Lawrence – WDBC Heritage Specialist
- Philip Sanders – WDBC Former Leader
- John Taylor – member of TTHP and business owner
- Andrew Thompson – museum and heritage professional and co-opted independent member of TTHP and Tavistock Heritage since 2008
- Nigel Eadie – local business owner
- Janna Sanders – Manager of Tavistock Business Improvement District
- Becky Hadfield – TTC Marketing and Events Manager
- Kate Roysten – Tamar Energy Community
- Kate of LittleEmlett Orchard – Butchers' Hall stallholder

## 9.2 Grant Recipient / Business Owner/ Occupant Interview Questions

**Note: not all questions were applicable to each interviewee. Some were grant recipients, other head lessees or business occupants or both.**

Conducted via semi-structured phone interviews

### Evidencing project outputs...

1. How likely is it that you would you have been able to carry out the work without the THI grant aid?
2. Can you tell me how the previous poor condition of the building restricted commercial use?
3. Did you undertake any extra work on the property that was not grant-aided?
  - Concurrently with scheme? Y/N
  - Post completion? Y/N
  - Proposed? Y/N
  - If yes, what was the nature of the work and approximate amount you invested or are planning to invest?
4. As part of the work carried out, was there additional space brought back to commercial use? Was the commercial space extended in any way?
5. Has the grant enabled an increase in residential accommodation?
  - Yes / No and details*
6. In what ways do you think the work has improved conditions for any residents of the property?
  - How to contact residents for feedback? Are these the same residents as before the work?*
7. Has the thermal performance of the building improved in any way as a result of the works to the property?
  - No/ Yes, a little / Yes, a lot / Unsure*
  - How do you know? Is this in any measurable way .e.g. heating bills
  - Has this resulted in better health or wellbeing for tenants? Details
8. How many additional FTE people are working from the property?
  - At completion of the work?*
  - And now at THI project end 2019?*
9. Have you experienced an increase (or a less steep decline) in trade since the repairs and refurbishment?
  - Yes / No - Details or comment*
10. Have you experienced an increase (or a less steep decline) in trade since any nearby buildings have been repaired or refurbished? (Or as a result of PM public realm improvements?)
  - Yes / No - Details*
11. How satisfied are you that Tavistock's THI scheme has...

	Very dissatisfied	Somewhat dissatisfied	Neither	Somewhat satisfied	Very satisfied
Been a good thing for your business	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Been a good thing for the town centre economy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please explain?

12. How much do you agree with the following?

	<i>Strongly disagree</i>	<i>Disagree</i>	Neither	Agree	<i>Strongly Agree</i>
Caring for and protecting Tavistock's historic built environment is good for business.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
As a result of the improvements to the property, I feel more optimistic about the future of my business.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
As a result of the THI Scheme, Tavistock town centre is now a better place to operate or run a business.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

### Your views on heritage value...

13. Has your knowledge or appreciation of the heritage of your building increased at all, as a result of your involvement in the scheme?  
*No / Yes, a little / Yes, a lot / Unsure*  
 What has changed?
14. Has your appreciation of the built heritage in and around Tavistock increased as a result of your involvement in the scheme?  
*No / Yes, a little / Yes, a lot / Unsure*  
 What has changed?
15. Did you participate in any of the complementary initiatives / lectures talks/ presentations over the last 3 years? *Yes / No*  
 If so, which ones? What did you gain from these?
16. How important is the quality of the historic built environment to attracting your customers to come to Tavistock?

### Your views on the maintenance of your historic property...

17. As a result of the scheme, has your historic property/conservation maintenance knowledge and awareness improved at all?  
*No Improvement / Small improvement / Large improvement*  
 Details?

18. As a result of the scheme, has your approach to how you maintain your historic property improved in any way?  
*No Improvement / Small improvement / Large improvement*  
*Details?*
19. Would you say the THI scheme has helped embed conservation principles into your actions as owner?  
*No / Yes, a little / Yes, a lot / Unsure*
20. Do you have a maintenance and management plan?  
*Yes/ No, and how do you use this?*
21. Has your involvement in the THI scheme helped you know what to look out for in routine maintenance?  
*Yes/ No and details?*
22. If you need work done in the future, how important would it be to choose a contractor who understands the needs of the historic building?  
 High/ Medium/ low / Not at all
23. Since completion have you carried out any significant maintenance work?  
*Yes/ No - Details?*

#### Your views on the conservation and repair works carried out...

24. How would you rate the following aspects...?

	Very poor	Poor	Average	Good	Excellent
The overall quality and expertise of your Building Surveyor/Project Manager?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The overall quality of the conservation and repair work that was carried out?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The value for money for the project work carried out by the contractors?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Notes / Why do you say that?

25. Would you use the same contractors again if you needed similar work done to your property Yes / No and why?
26. In your view what was the greatest success of the repair/ restoration work?
27. Is there anything that surprised you with the work carried out?

#### Your views on the scheme management...

28. How would you rate the following aspects...?

Very poor      Poor      Average      Good      Excellent



The grant application and approval process?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
How would you rate the claims process?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
How effective was our THI Project Manager at communicating with you and supporting you with the process or resolving any issues? Name of PM they liaised with?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

29. Were there any issues and barriers during the project and how were they dealt with?

### More generally...

30. Beyond the actual repair work carried out, have there been any other lasting benefits of being a grant recipient of the THI scheme that we have not discussed yet?
31. What was the biggest challenge of participating in the THI scheme?
32. Have there been any drawbacks to participating in the scheme?
33. Is there any useful advice you would give to future grant applicants of other THI schemes?
34. Is there any useful advice you would give to any groups managing THI schemes?

### Your views on the wider THI legacy...

35. What do you think have been the main benefits to Tavistock from the THI Scheme?
36. Are you aware of all of the other properties that received grant funding through the THI Scheme? Yes/ No
37. Do you have any strong views on the other restoration and repair projects undertaken as part of the THI?
38. Do you think more should be done to use the area's history/heritage in promoting Tavistock?
39. How can the business community (help) make the most of the improvements to the town?
40. Lastly, would you like to provide any other feedback or comments?

### 9.3 Agent / Contractor Interview Questions

1. What were the key successes of your work on X Property? What are you most proud of?
2. What were the biggest issues / problems you encountered on the projects? Or working with the THI Scheme more generally?
3. Did these contracts provide any opportunities for your team to develop any traditional/heritage skills? What skills were learned or shared? E.g. through the specialist nature of the work you carried out or taking on an apprentice etc?
4. Were the projects well-funded from your perspective? Were the projects sufficiently profitable?
5. Apart from financial gain, were there any other main benefits to taking on these contracts?
6. Overall, how did you find the procedures and processes and reporting of working on a THI-funded project? e.g. tender process or payment processes
7. Did you have a supportive working relationship with the professional agent and THI Project Manager? Any issues?
8. In future, would you take on another similar contract? Why or why not?
9. Did you put into place any significant measures to reduce environmental impacts on the project? details?
10. Lastly, any key lessons your organisation learnt from these project? or advice you would like to share of how to improve future regeneration projects like the Tavistock THI Scheme?

### 9.4 Street Survey Questions

1. Do you feel the town centre area and character has improved or look better than before the regeneration scheme (3 years ago)?  
 Negative impact    No change    a little    a lot  
 Comment:
2. How much have these changes improved your experience of coming into town?  
 Negative impact    No change    a little    a lot  
 Comment:
3. Pre COVID - Did you visit the town centre/ this area more than you did before the regeneration took place (prior to 2017)?  
 Yes    No    Unsure
4. What do you think has been the biggest improvement or success of the scheme?
5. What could have been done better? Drawbacks/negative aspects?  None  
 Comment:
6. Which best describes your situation?  
 Local resident    Visitor    Work in Tav. /nearby area

## 9.5 TTHI Property Skill Event Record

144 attendees (not individuals). Events averaged 2 hour duration

Date	Property Skills Event Details	Attendance
27.2.18, AM	<b>Lead Sweating and Traditional Slating Skills Workshops - Pannier Market</b> Hosted by the main contractors, A D Williams Building Contractors Ltd and the Principal Designer, Alison Bunning, RIBA, CA. Commentary tours provided on restoration scheme progress.	37
27.2.18, PM	<b>Glazing Skills Workshops - Pannier Market</b> Hosted by the main contractors, A D Williams Building Contractors Ltd and the Principal Designer, Alison Bunning, RIBA, CA. Commentary tours provided on restoration scheme progress.	37
30.11.17	<b>Carpentry Skills Demonstration and Workshop- 10 West Street</b> Demonstration of maintenance on traditional box window frames, including sash cords and weights, pulleys, pocket apertures, parting and staff beads. Staged by the main contractors Unicorn Construction South West Ltd. A tour was also given of restoration scheme progress including roof, chimney, masonry and window repairs and reinstatement of cast iron rainwater.	9
6.04.2017	<b>Traditional Leadwork skills workshop - 1 Church Lane</b> Hosted by Obedair Ltd, the main contractor, and specialist sub-contractor Ian Wadland Roofing. Attendees made their own rolled flashing under supervision. A tour was also given of restoration scheme progress including repairs and restoration work to the roof and masonry pediment.	15
21.02.2017	<b>Visitor Morning - 1 Church Lane</b> A tour, skills showcase and commentary from Simon Crosbie of Le Page Architects and Carl Heslop of Obedair as main contractors, allowing observations of structural roof, masonry and external joinery repairs in progress.	14
13.09.2016 AM	<b>Traditional Joinery Skills Workshop - Butchers' Hall</b> Demonstration of skills related to the clerestory windows and ventilation louvres, as well as restoration of the roof, including commentary tours of the roof with Le Page Architects and A D Williams Ltd (main contractors).	16
13.09.2016 PM	<b>Lime skills and re-pointing workshop - Butchers' Hall</b> This session was delivered by Cornish Lime Company including the use of 'hot' lime, in conjunction with main contractors A D Williams Ltd.	16

## Acknowledgements

Report authored by Mel Humphrey – Evaluation Consultant for the heritage and cultural sector [www.melhumphrey.com](http://www.melhumphrey.com)

### **Photography:**

Courtesy of Tavistock Town Council, unless credited otherwise.

Cover photo of 1 Church Lane – Richard Downer Photography

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