

**TOWNSCAPE HERITAGE INITIATIVE SCHEMES  
EVALUATION**

**Ten Year Review Report**

***FINAL REPORT***

**TOWNSCAPE HERITAGE RESEARCH UNIT**

**Department of Planning  
Oxford Brookes University ©**

**2013**

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EVALUATION**

**Ten Year Review Report**

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**2013**

# **Table of Contents**

## **1.0 Introduction**

- 1.1 Context of this report**
- 1.2 Setting up the Townscape Heritage Initiative programme**
- 1.3 The purpose and organisation of the THI programme**
- 1.4 Background and rationale of the evaluation**
- 1.5 Structure of the report**

## **2.0 Methodology**

- 2.1 General outline of approach**
- 2.2 Data streams**
- 2.3 Indicators**
- 2.4 The way indicators were used**
- 2.5 The balanced scorecard**

## **3.0 Summary and findings by case**

- 3.1 Introduction**
- 3.2 Burslem**
- 3.3 Bodmin**
- 3.4 Creswell**
- 3.5 Colwyn Bay**
- 3.6 Rope Walks – Liverpool**
- 3.7 Merchant City – Glasgow**
- 3.8 Drapers’ Towns**
- 3.9 West Wemyss**
- 3.10 Newport**
- 3.11 Cleator Moor**
- 3.12 Newry**
- 3.13 Newport Pagnell**
- 3.14 Pembroke Dock**
- 3.15 Wigtown**
- 3.16 Bloxwich**
- 3.17 Middlesbrough**

## **4.0 Review of impacts of the THI by key theme**

- 4.1 Introduction**
- 4.2 Townscape**
- 4.3 Image and confidence**
- 4.4 Economic regeneration**
- 4.5 Quality of life**
- 4.6 Analysis of THI and Common Fund spend and its influence on impacts**
- 4.7 Other considerations**

## **5.0 Explanatory factors and key variables**

### **5.1 Introduction**

### **5.2 Key variables**

### **5.3 Factors predicting the success of THI schemes: some reflections**

## **6.0 Conclusions**

### **6.1 Intrinsic and extrinsic factors accounting for success of THI projects**

### **6.2 Lessons**

### **6.3 The economic recession and its impact on the THI**

## **1.0 Introduction**

### **1.1 Context of this report**

In December 1999, the Heritage Lottery Fund (HLF) selected Oxford Brookes University (OBU) to undertake a long-term evaluation of the Townscape Heritage Initiative (THI). THI, set up in 1998, was HLF's first venture into regeneration funding. The programme took an explicitly conservation-led approach and was designed to help areas that had both heritage merit and a real social and economic need for public investment.

One hundred and seventy five towns and cities across the UK have benefited from over £170 million of HLF investment through the THI programme over the past ten years, and HLF's funding has levered in at least another £170 million from other sources.

For the last thirteen years Oxford Brookes researchers have followed the progress of the THI programme, beginning with a detailed Baseline data-recording exercise of 16 selected case studies (from an original sample of 17<sup>1</sup>). The research has now reached a stage where a full picture of what has changed to date in the case study areas can be drawn.

This report summarises the findings from Oxford Brookes' research into the impact of the Townscape Heritage Initiative (THI). It sets out the rationale for the research, the background to the study, and its overall aims in relation to the THI programme. It also presents the key reflections and recommendations from the work.

### **1.2 Setting up the Townscape Heritage Initiative programme**

The decline of many historic town centres in the United Kingdom has been the unfortunate result of economic and social forces as varied as the places themselves. Resource depletion, which sees the demise of traditional local enterprises such as mining or fishing, is one example; de-industrialisation and the loss of long-established manufacturing firms have been other common causes. There are other reasons for decline, but the results often follow a similar scenario: the customer base for shops diminishes, offices close, businesses either fail or cannot afford to maintain their premises, property values fall, vandalism and crime increase, and the town begins to lose confidence and vitality. Experience in many places, however, has shown that the buildings and other structures in these towns and city centres can revitalise their economies, if they are saved and restored. Pride in the heritage of towns can be both a result of revitalisation and a motivator for it – but civic pride and confidence are almost always enhanced by physical improvements.

There has been major public investment in urban regeneration since 1979, but due to very limited funding for heritage, little progress was made in historic areas, and quality in conservation schemes and public realm works was rarely

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<sup>1</sup> The 'Concrete and Community' THI in Tower Hamlets which was one of the original 17 schemes to be evaluated did not progress beyond being awarded a grant from HLF and so was dropped from the longer term evaluation.

seen as a priority by regeneration funders. Conservation bodies had been funding historic areas since the late 1970s through 'Town Schemes' and later – in England only – the Conservation Area Partnership Scheme (CAPS). After its establishment in 1994, HLF provided informal townscape grants from 1996 and then began to contribute to the English Heritage CAP Scheme. There were no equivalent schemes in Scotland, Wales or Northern Ireland so there was a greater need for conservation-based funding in the rest of the UK than in England.

But it was not until new powers introduced under the National Heritage Act 1997 that HLF was in a position to establish a dedicated conservation-led regeneration programme. Until 1997, eligibility for the receipt of HLF grants had been confined to charitable trusts, non-profit-distributing organisations and public bodies. The Act changed this definition of eligibility so that anyone, including private individuals and commercial concerns, could apply and receive a grant. At the same time, revenue costs became eligible for support as well as capital costs. The passing of the Act meant that HLF, for the first time, was able to distribute grants to third parties, including private individuals and businesses. Now, there was clearly both a need and an opportunity for HLF to put conservation into the heart of regeneration schemes. The Townscape Heritage Initiative was set up in 1998 with this potential in mind.

### **1.3 The purpose and organisation of the THI programme**

The THI programme was intended to help communities in areas having both heritage merit and demonstrable social and economic need for public investment. It has aimed to enable partnerships of local, regional and national interests to preserve and enhance the distinctive character of historic areas by:

- Repairing the fabric
- Restoring authentic details and materials
- Securing the continued use of historic buildings
- Bringing vacant floor space in historic buildings back into use
- Facilitating a high standard of design and materials in public realm works and filling gap sites in key frontages

Schemes are intended to contribute to the economy, sustainability, vitality and confidence of the community concerned, and they are often part of a wider strategy for regeneration. The essence of all THI schemes is that members of a partnership develop a clear strategy to address the problems of a historic area, involving or including physical works. Eligible properties, eligible works and the level of grant aid – normally a fixed percentage of eligible costs – are defined at the outset of the scheme. Grant levels must be set so that any private gain is minimal and outweighed by the benefit of the scheme to the public at large.

Schemes must aim to resolve the major problems of an area by initiating and encouraging action by all concerned, normally including the planning authority, whose statutory powers are likely to be crucial to success. Partners included the Regional Development Agencies and English Partners up until the closure of those agencies and the transfer of their business to the Homes and Communities Agency. Support from the European Regional Development Fund still plays an important role, as does funding via the Welsh Assembly, Historic

Scotland and the Scottish Government. In England, however, there has been a reduction in the number of other partners that contribute to the Common Fund and it has been increasing frequent for schemes to only have the local authority as partner. Schemes that are based on reacting only to those who choose to apply for grants have not been supported. The combination of HLF, local authority and other funding makes up what is termed the 'Common Fund'.

THI schemes run for a period of five years from the signing of the contract. Partnerships must make offers to third parties and contract direct works within the first three years, and are supposed to settle all claims for payment within five years. They are responsible for making offers from the Common Fund to properties and for purposes agreed at the outset, and must retain staff or consultants appropriately qualified to manage the scheme, which is monitored on behalf of HLF. Only the partnership has a direct contractual relationship with HLF. The contract includes conditions to be included in third-party contracts, such as circumstances in which a grant would have to be repaid.

The THI programme's overall aims have not changed over the years, but HLF has taken feedback on board to make the programme and individual THI schemes more effective. Over time, the THI programme has undoubtedly become more people focussed. The importance of community engagement and participation has been more widely recognised and is now a requirement for all THI schemes, with HLF allowing up to 5% of the Common Fund to be used for activities to support learning, engagement and training. Providing skills training to address local skills gaps has also become a stronger component of THI schemes, and since 2004 all schemes receiving an HLF grant of £1 million or more have been required to produce a training plan. This is currently being expanded, so that all THI schemes now have to consider and address local traditional crafts training needs.

HLF has also recognised that THI schemes work best if embedded in wider regeneration strategies, and that they have the biggest impact in well-defined areas, with projects 'clustered' rather than being spread over a large area. These findings from the interim Oxford Brookes evaluation have been incorporated in THI programme guidance and are used in the assessment of schemes.

#### **1.4 Background and rationale of the evaluation**

The long-term evaluation of the impacts of the THI programme has been undertaken by following a sample of 16 schemes funded in the first two years of the programme. In essence, HLF posed four questions for the research to be applied to each case study:

- First, has the THI scheme contributed to the community's sustainability through encouraging community involvement and access – that is, has it enhanced quality of life?
- Second, has the THI scheme improved the area's appearance?
- Third, has the THI scheme facilitated investment in the area?
- And finally, has the THI scheme created greater social and business confidence?

These four themes, quality of life, appearance, investment, and confidence, formed the core of Oxford Brookes' investigation. The themes are, obviously, very broad and encompass physical, economic and social dimensions. HLF's aim was for the THI programme to have a positive influence on all of these themes, in all places benefiting from its investment, through the careful expenditure of funds. The aim of the research was to capture the degree to which the programme as a whole was successful in its intentions and to undertake to determine the reasons for success or lack of success.

Oxford Brookes's research was not designed to monitor expenditure on specific properties, to measure the precise return on investment or to arrive at some sort of formula to predict likely outputs in terms of jobs or square metres of floor space brought back into use for a given sum invested. However, in the final phase of the research, along with the client we have endeavoured to collect and present information for each scheme on direct outputs – buildings restored, jobs created, changes in use etc. although this has been challenging in many cases, and the picture remains patchy. Nor was it originally intended to compare one THI scheme with another. Nevertheless, we have made comparisons between schemes with respect to the four key themes of the research, in order to generalise reasons for success or failure. The real aim was to measure change and progress with respect to HLF's goals in each location. In any case, the findings of the research should not be taken as a critique of the dedication, community spirit or integrity of the individuals involved in any of the sites. The THI programme evaluation has been intended to take an honest, fair and impartial look at what actually happened in the case study sites following a rigorous and well-defined set of methods.

This report constitutes the fifth and final component of the long-term evaluation of the programme. The research commenced in 1999 with Baseline studies of the original 17 schemes from the first three funding rounds of the programme. This was followed by an Interim Study in 2003 that allowed for a preliminary assessment of the impacts of the programme as a whole, based on an analysis of a selection of round one schemes. Beginning in 2005 and continuing through 2006 all of the original case study sites were revisited, and in 2007, the detailed Five Year Review reports were completed for each case study. Finally, the research was repeated for the 16 schemes in 2010 and 2011. This report presents the detailed final review of the programme, based on an analysis of all the cases researched.

The original selection of the schemes for long-term study was based on a process of sieving to ensure that they would be representative of the THI programme as a whole in terms of geographical spread, size, type of location and heritage content. Whilst each scheme has unique properties it has been possible to draw general conclusions about the programme from the sample. Clear trends seem to have emerged, and it is evident that where certain conditions are in place the THI programme provides a great opportunity for the regeneration of otherwise neglected historic urban areas. What this report aims to do is to summarise what has been learned about the circumstances for success, and the key variables that have a direct impact on a THI scheme's outcomes.



## **1.5 Structure of the report**

Following this introduction, Section 2 presents a brief description of the research methods and approach. Section 3 summarises each of the 16 case studies including the regeneration context, the THI scheme, the aims, objectives and partners, the amount of funding and the outputs to date, along with an analysis of how each case study area has changed with respect to the four main themes of the research. Section 4 analyses the findings to determine, for each theme, where the greatest impacts have occurred. Section 5 then seeks to identify the key factors that might explain these differences by setting out what appear to be key intrinsic and extrinsic variables. Finally, Section 6 concludes the summary by highlighting key lessons from each case study, and provides a reflection on how the recession has impacted on the success of the programme since 2008.

## 2.0 Methodology

### 2.1 General outline of approach

The research approach employs four basic methods for gathering information and data: 1) questionnaires, 2) interviews, 3) townscape surveys and 4) secondary data sources. Originally, it was intended that the latter would be divided into a) types of data that could be collected from national and publicly available sources and b) data gathered through local sources within the cities or regions in which the THI sites are located. Unfortunately, it proved extremely difficult to consistently collect reliable information from local sources so that in the end it was only data from national, public agencies that could be used.

The way in which information was collected from these data streams is outlined in detail below.

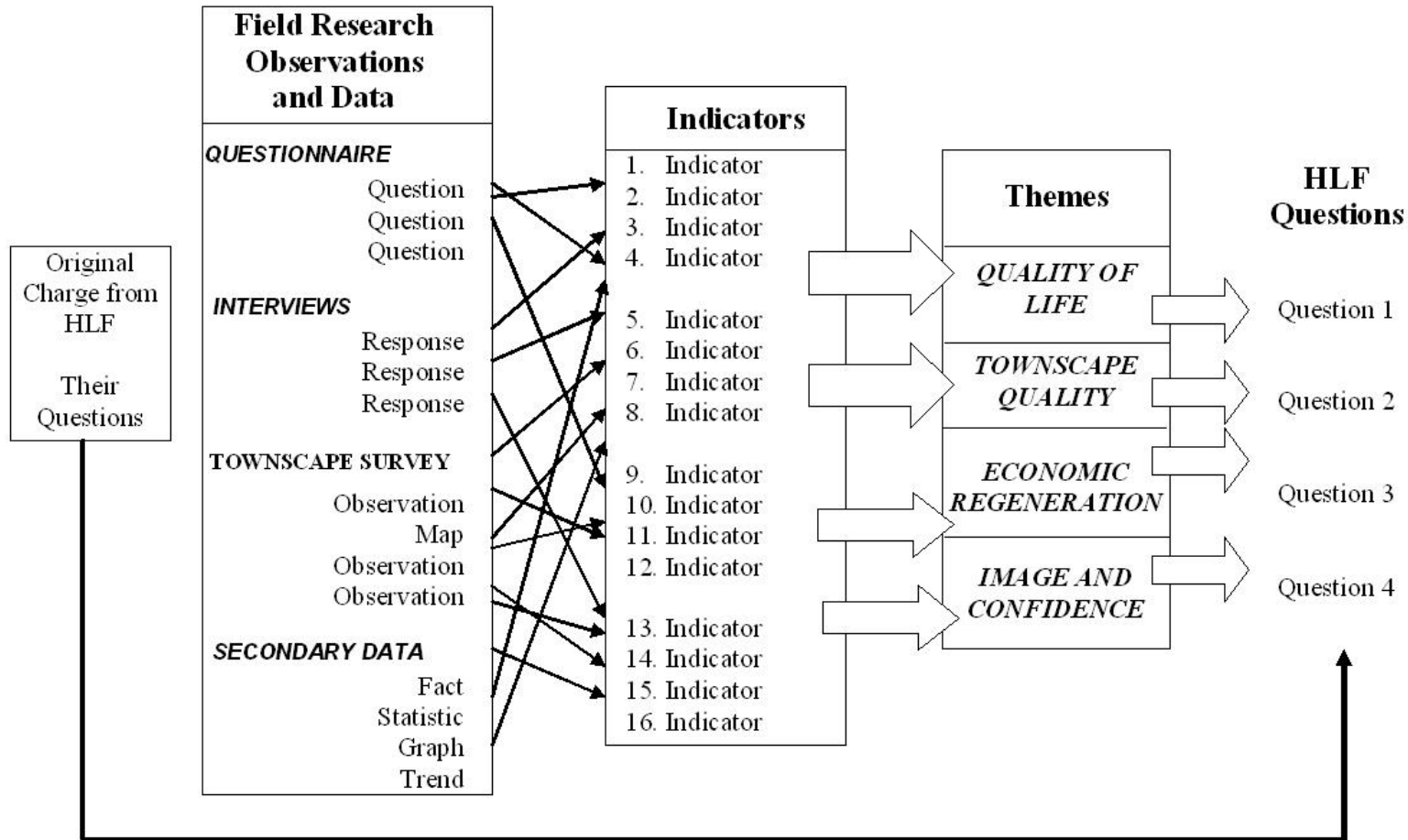
The way in which the information is used is illustrated in the following THI Research Design diagram. This design began with the original questions posed as indicated on the left side of the diagram as **Original Charge from HLF**. The four information streams are shown in the box next to the right under the heading of **Field Research, Observation and Data**.

Information collected in each of these ways, shown on the figure as questions, responses, observations, maps, facts, statistics and trends, are then used to inform a set of sixteen **Indicators** (see arrows). The specific indicators used and the way they are interpreted will be explained in detail below.

No one indicator depended on only one source of information, and the resulting 'triangulation' gives strength to the conclusions that have been drawn relating to the four **Themes** that grow from HLF's original research questions (see right column of the diagram). This provides an elegant analysis and ultimately a reliable interpretation in answering the four basic questions (See section 1.4 above).

The approach that was chosen to synthesise and analyse the results of the research is the '**balanced scorecard**'. Using the scorecard involves rendering all information, including economic measures, attitudinal changes, physical changes in the streetscapes and statistical data, into numerical values. These values can then be compared giving equal weight to both the elements that are traditionally easier to quantify and the aspects that are often disregarded because they are considered too difficult to measure.

## THI Research Design – Structure, Methodology, Analysis and Interpretation



## **2.2 Data streams**

### **2.2.1 Questionnaire**

The questionnaire employed was modelled closely on previous work undertaken by Oxford Brookes researchers and draws on the experience of successful applications. It is used to derive data relating to changes in behaviour, attitudes and perceptions. The questionnaire also provides an opportunity to map changes in behaviour with respect to basic activities such as shopping, work and leisure and the degree to which changes are a consequence of the THI schemes.

The standard procedure was to distribute 500 surveys to selected postal walks in each THI site, except West Wemyss where there are only 150 inhabitants. In cases such as Liverpool and Glasgow, where resident populations are also small, the survey relied more on employers and businesses. The average response rate was about 20% or about 100 returns. The number of returns at the time of the Baseline study ranged as high as 140 and 150 in Glasgow and Wigtown and as low as 50 in the Liverpool Rope Walks. At the time of the five year follow up study the number of returns dropped in most places by about 3% to 5%. There were exceptions such as Middlesbrough where the number of returns dropped by half and Draperstown where the number actually increased slightly. There was an improvement in the response rates for the final survey, in 2010/11. These are reported in the individual cases but in some cases the rate had increased by 50 percentage points.

### **2.2.2 Interviews**

Drawing on extensive previous experience in conducting interviews, OBU team members have developed a straightforward, but comprehensive, interview guide based on the SWOT (strengths, weaknesses, opportunities and threats) format. This was used to assist in conducting face-to-face meetings and as a guide for telephone interviews. Whilst face-to-face interviews were not always possible local people were often very good at providing thoughtful written responses to the open-ended questions in the interview guideline that was mailed out to specific individuals.

Finding the same people who had been interviewed for the Baseline studies was one of the principal challenges in conducting the five year review. This was partly because both THI staff and Local Authority personnel had moved on. By the time the ten year review was conducted almost none of the original people involved in THI schemes could be found. As with the questionnaires, however, the positive aspects of the interviews outweighed any problems. They often provided concrete examples of the way the schemes functioned. They gave colour and dimension to feelings and impressions of developments in different sites and allowed individuals to provide honest feedback.

### **2.2.3 Townscape survey**

The method for observing townscape changes has been developed over many years at Oxford Brookes University. Researchers compile land use maps as the first part of the townscape survey. Whilst this can be done without difficulty for the ground floors, determining upper floor uses remains somewhat speculative and in several cases was deemed not possible.

In addition to the mapping, 30 to 50 different views of the streetscapes of each THI site were selected at the time of the Baseline studies. Twenty-five separate aspects are scored out of five for each view and so the cumulative impact of even the subtlest changes can be determined. The townscape aspects include such general observables as cleanliness, coherence and sense of threat as well as private space features and specific heritage details. The use of a standardised pro forma permits comparison both within, and between, areas, and also allows comparison of individual, or groups of, variables.

Photographs of each view complete the three components of the Townscape Survey. Prior to the five year and ten year site visits, a page was prepared for each of the views that were to be evaluated in a given site. These pages included copies of the previous pictures in order to ensure exact duplication of the scene and angle to be photographed. As well, the pages contained previous scores to allow easy comparison. In the field, an overall impression score was also given for each view before the detailed scoring is undertaken. The impression score is the researcher's first instinctive notion of the view's numerical value. The impression scores were compared with the cumulative detailed scores at the end of every day, and if there were discrepancies, the views were either revisited or careful comparisons made using the Baseline and five year review photos.

In a few cases, notably in the Liverpool Rope Walks area, the changes in the townscape were so dramatic that it was sometimes difficult to get a photo of the same view and from the same position where the Baseline picture had been taken. In most places, however, the views had changed much less drastically.

### **2.2.4 Secondary data**

At the beginning of the THI Evaluation project the OBU team considered a list of 143 possible types of mainly statistical information that could be collected from dozens of different sources. Using the criteria of a) availability, b) reasonable cost, c) applicability to THI goals and objectives, d) fit with the indicators that had been developed and e) the assurance of replicability over time, the list of secondary data to be collected was refined to a number of 23 for directly obtainable material and 14 for material to be collected from local sources. However, increasingly over the period of the research, many of the data sets originally used changed in terms of how information was collected, and/or the spatial 'fit' and comparability of the data across time. Nonetheless, we are confident that in all cases sufficiently robust secondary data has been available to the research team for analysis to lead to defensible findings and results and for understanding the contexts in which the changes we have recorded directly have occurred.

## Sample Townscape Survey Summary Form

### Colwyn Bay

<b>A. Streetscape Quality</b>				
	Score	Out of	%	Out of 5
A1-Pedestrian friendly	150	195	76.92	3.8
A2-Cleanliness	162	195	83.08	4.2
A3-Coherence	143	195	73.33	3.7
A4-Edgefeature Quality	112	195	57.44	2.8
A5-Floorscape Quality	121	195	62.05	3.1
A6-Legibility	154	195	78.97	3.9
A7-Sense of Threat	151	195	77.44	3.9
A8-Personal Safety: Traffic	150	195	76.92	3.9
A9-Planting: Public	78	130	60	3.0
A10-Vitality	109	190	57.37	2.9
A 11- Appropriate Resting Places	32	60	53.33	2.7
A12-Signage	108	180	60	3.0
A13-Street Furniture Quality	102	195	52.31	2.6
A14-Traffic Flow, Appropriateness	147	195	75.38	3.8
<b>SUMA</b>	1719	2510	68.49	3.4

<b>Impression Score</b>	<b>215</b>	<b>390</b>	<b>55.13</b>	<b>2.8</b>
<b>Aggregate Score</b>	<b>2946</b>	<b>4465</b>	<b>65.98</b>	<b>3.3</b>

**weather:**  
**39 views**

**bright**

<b>B. Private Space in View</b>				
	Score	Out of	%	Out of 5
B15-Advertising, in keeping	111	185	60.00	3.0
B16-Dereliction, Absence of	159	195	81.54	4.1
B17-Detailing, Maintenance	134	195	68.72	3.4
B18-Facade Quality	127	195	65.13	3.3
B 19-Planting Private	79	140	56.43	2.8
<b>SUM B</b>	610	910	67.03	3.4

<b>C. Heritage in View</b>				
	Score	Out of	%	Out of 5
C20-Conserved Elements Evident	131	185	70.81	3.5
C21-Historic Reference Seen	90	160	56.25	2.9
C22-Nomenclature/Place Reference	72	155	46.45	2.3
C23-Quality of Conservation Work	99	175	56.57	2.8
C24-Quality of New Development	89	180	49.44	2.5
C25-Neglected Historic Features	136	190	71.58	3.6
<b>SUM C</b>	617	1045	59.04	3.0

Assembling secondary data presented more challenges than did gathering information from the other sources. The problems arose in two specific areas. Statistical information gathered at the local level proved to be virtually impossible to obtain whilst nationally collected data often changed in either nature or in the areas for which it was reported.

In the first case, it meant that traffic counts, footfall surveys, planning application statistics and other items which might have been useful are not included in the analysis. Frustratingly the OBU team had planning permission figures for some sites for 1999 but these proved useless when similar figures for 2005/2006 and 2010/2011 were not forthcoming. Local estate sales information was also not easy to obtain. These difficulties in collecting locally generated counts and statistics can largely be attributed to the workload of local authority officials and private business people.

The problem with the national data is that some measures which were available five to seven years ago are no longer collected. This was the case, for example, with deprivation indices. In other cases, such as figures by ward for employment levels, the ward boundaries changed making precise comparisons difficult from one time to another. Finally, there continue to be differences in the way statistics are collected in England and Wales, Scotland and Northern Ireland. For example, in England and Wales there were statistics available for 'school exam achievements – percentage of 15 year old pupils gaining 5 or more GCSES at grades A\*-C', whilst no comparable information was available for the Northern Irish sites.

The underlying strengths of the OBU methodology, however, allowed for these difficulties to be overcome. There were a sufficient number of statistical measures in the original plan that even when many are missing it remains possible to use other data to compensate. Due to the richness of the data, it was also possible to substitute figures even within specific measures, as was the case when changed ward boundaries still allowed comparative ratios to be determined.

On balance, the data collection methods laid out in the original OBU plan and endorsed by HLF at the outset of the THI evaluation proved to be robust, replicable and accurate.

### **2.3 Indicators**

The concept of tracking changes in specific 'indicators' in order to evaluate the effects of interventions has been continually developed over the last generation. Since it is impossible to measure everything some sub-set of conditions must be identified that will allow evaluation of the entire situation. One theorist defined an indicator as 'something that points to an issue or condition. Its purpose is to show you how well a system is working. If there is a problem, an indicator can help you determine what direction to take to address the issue. Indicators are as varied as the types of systems they monitor.'<sup>2</sup>

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<sup>2</sup> Hart, M., 1999, *Guide to sustainable community indicators* (Hart Environmental Data, North Andover, MA) pg. 26.

The THI study focuses on four themes that coincide with the four original questions posed by HLF. The four themes are:

- Quality of life enhancement
- Townscape improvements
- Economic regeneration
- Image and confidence building

For each of these themes four indicators have been defined. The various pieces of information and data streams described above were used to inform analysis of these indicators, which when combined allowed conclusions to be drawn about each of the four main themes. An explanation of and the rationale behind each of the indicators is outlined below.

### **2.3.1 Indicators of quality of life enhancement**

#### Employment and income

The level of employment activity and household income has a strong bearing upon the quality of life. Tracking local employment and occupational profiles and measuring this against broader and regional statistics may indicate the relative position of the THI project area. Data for the period starting in the 1990s was reported in the Baseline from which all changes in the indicators were measured. People's perceptions of their employment situations, as gauged by questionnaire responses, were also considered.

#### Education and personal aspirations

Links between local resident populations and educational attainment are recognised as being important. Some data is available on a school-by-school basis: primary, secondary, upper VI forms colleges. Absence of attainment in the local area has been interpreted as being equal to poor employment options and earning capacity. Personal aspirations and expectations were used to gauge the strength of identity and affinity with the local area and the THI project area. Intentions to live and work in the area and intentions to leave the area formed a sound basis for judging the relative attractiveness of the locality.

#### Sense of community and social inclusion

An audit of active community groups was intended to capture this dimension as well as capturing the process of group development and involvement in or relationship to THI schemes. One measure of the success of the THI was the extent to which, through its active encouragement of the involvement of the community, it creates the confidence and skills for community groups to develop their own initiatives, as well as helping to sustain their existence and activity. Low levels of intensity reflected a low sense of cohesion, community and vitality, a weakness that might undermine the value of the THI project to key interest groups, especially in the medium and long term, when THI funding may be a distant note. The kind of groups audited included: residents' and tenants' associations, civic and amenity groups, health, arts and leisure groups, religious organisations, self-help groups, credit unions/lets and training organisations.



### Security, crime and order

Public safety, personal and property security, comfort in public places and the level of crimes of frustration such as vandalism are important aspects affecting quality of life. Gathering information about the recorded incidents as well as the perceptions of local people informed this indicator. Reported crime statistics, as kept by the local police, responses to queries in the questionnaire, observations from the townscape survey and responses to interview questions were also part of evaluating this indicator.

## **2.3.2 Indicators of townscape improvements**

### Townscape quality

Townscape quality refers to the design, appropriateness and 'fit' of the physical elements or components that make up the urban environment. Measures of this aspect were derived from the streetscape survey work, combined with comments by interviewees and responses to questions from the household survey.

### Public space management

This refers to the way in which the physical environment is maintained in the janitorial sense and at a more strategic level. Public space management includes the use of signage, the large scale or resource intensive refitting of public spaces including furniture as well as both soft and hard landscaping. Changes in this realm were captured through streetscape observation, combined with household and other attitudinal survey methods.

### Private space and façade management

Private space and façade management refers to the up-keep of privately owned property, both residential and commercial. It includes the state of building frontages and the appropriateness, or otherwise, of personalisation. It also refers to the type and quality of shop fronts and signage, including the use of shuttering to shop windows. Measures here were derived primarily from observation but were also captured through the household survey and questions relating to ownership and expenditure on private property.

### Heritage interpretation

Whilst heritage work is the focus of much of the THI schemes, and is the subject of other monitoring initiatives, it was included here as an element of measuring effective change in the subject sites. The observations of OBU Research team members formed part of the assessment of this indicator, but resident questionnaires, interviews and press coverage were also consulted to determine not only the quality of the historic restoration but the perception that such work leaves.

## **2.3.3 Indicators of economic regeneration**

### Land use changes

Changes in land uses are an expression of investment in property and as a result an expression of investors' views of future rates of return for the use of such business space, retail, commercial, industrial and residential. New

investment in the form of redevelopment of existing buildings and new building on gap sites is a positive sign that investors and developers have an optimistic view of future demand. Equally, if the number of empty properties rises and the duration of such vacancies increases, then this is a reflection of a declining market with weak replacement demand. Evidence was collected at the time of the Baseline site surveys and compared with the five year review information.

#### Retail usage and demand

Charting retail use and trends is an effective way of gauging consumers' spending pattern. By noting existing retail uses, it was possible to interpret changes from the Baseline period to the five year review. The number of charity shops was a lead indicator of weak consumer demand and of weak replacement demand by retailers. Equally, absence of national multiples was a good lead indicator of low consumer spending and a distorted resident population, which cannot generate acceptable turnover and profit rates of return. Evidence for this indicator was gathered from local and national data sources, townscape observations, interviews and questionnaire responses.

#### Capital values and yields

Robust data sets exist from authoritative sources covering commercial, retail and residential property markets. Transaction data generating capital values and their equivalent rental values were used to chart investor and business demand for space. Rising capital and rental values characterise a market where excess supply is falling or where future supply is likely to be difficult to achieve given trends in demand. Yield analysis proved difficult to calculate due to the poor response from local estate agents for detailed information. Nevertheless, it was possible to determine trends in property values in most THI sites.

#### Pedestrian usage and traffic flow

This refers to the level and quality of activity in a given area, particularly variety of users and levels of use. It is also an effective way of measuring consumers' demands and also an indication of the attractiveness of shopping streets. Observation from townscape surveys was the primary method of assessing this indicator along with questionnaire and interview information.

### **2.3.4 Indicators of image and confidence building**

#### Media coverage and perceptions

Press coverage of THI schemes in the local and national press was observed and an assessment made of the positive and negative impressions at key stages during each project. These stages included the award of funding, the beginning of building, on completion of buildings and on an annual basis. The OBU team depended largely on the local THI office and local libraries to provide the press material for analysis but unfortunately these sources were not always reliable. Elements of the questionnaire also informed this indicator.

#### Attitudes of local citizens and community leaders

Key stakeholders in the THI project areas identified in consultation with the local THI managers were interviewed. A wide range of topics were discussed including for example, the local economy, business growth and commercial attractiveness resulting from THI projects. The stakeholders included local

employers; Chambers of Commerce; representatives of educational establishments; local authority planning officers, economic and conservation officers; leaders of local amenity groups; the police and leaders of tenants' and residents' associations. Responses from questionnaires were also included in the evaluation.

#### Tourism and sustainability

The enticement of the THI area to visitors and the likelihood of the area being able to maintain and continue improvements were linked here because they both relate, albeit in different ways, to attractiveness of the townscape. Not all THI areas have obvious visitor draws but where they do, the attendance at such sites can be measured. Much of the assessment on the potential sustainability of the areas will be derived from interview responses and questionnaires.

#### Business vitality and investment

In property development terms, rising markets will tend to attract investment and this will be represented in terms of changes in land uses, planning applications and new building, redevelopment and conversions, already covered by other indicators. However, business vitality is characterised by endogenous growth (positive change) where vacancies are limited and where success is measured in terms of induced investment triggered by, or tied to, THI projects. The latter kind of expenditure is seen as autonomous investment, which if successful should attract other projects and interest. The responses of residents and local business people, townscape observations over time and some statistical data were used to inform this indicator.

### **2.4 The way indicators were used**

For each of the sixteen indicators a number of data sources were consulted. Verbal assessments were made using these references but in each case, there were also numerical values assigned to specific measures and these were used to derive a numeric value for each. Any given item of measurement was only used once and all measures were rendered into numbers out of five. Responses on the questionnaire were registered on a five point Lickert Scale, elements in the Townscape Survey were scored out of five and ratios derived from secondary data were calibrated on a five point scale. Only interview responses were left out of the scoring and used only for qualitative evaluation.

The following table gives a typical example of how this scoring was organised. In writing the verbal evaluation of the indicator all of the data indicated was consulted. In scoring, however, only those items marked were used in the calculation. In this case, as with some other statistics, the 'index of multiple deprivation' is no longer available in a form that can be used to derive a reliable number. The reason for having numerous measures was to ensure that robust numbers could still be derived even when some data was missing.

<b>Sense of Community and Social Inclusion</b>				
<b>DATA SOURCE</b> (to be consulted in qualitative analysis)			<b>TO BE SCORED</b>	<b>Nature of Information</b> (in all cases median score out of 5 is used)
Questionnaire				
	Part A	1		How is your town as a place to live
		6	X	How is your town as a place to socialize
		8	X	Is the town a tight knit community
		32		List the social clubs you belong to
Interviews	Question	1		Strengths
		2		Weaknesses
		3		Opportunities
		4		Threats
Townscape Survey				
	6.3.3.	A10		How vital are the streets
Secondary Data				
	6.4.1.	l)	X	Index of multiple deprivation
		m)		Index of poor housing
		n)		Access to services
		o)	X	Voter turn-out at last municipal election
<b>TOTAL</b>	Maximum total		<b>20</b>	

Example of how data was triangulated by theme

## 2.5 The balanced scorecard

The approach adopted to give a quantitative dimension to the analysis of the indicators embraces a social accounting or balanced scorecard framework. This method is well respected, being grounded in welfare economic principles, business management and benefit-cost analysis, and has been employed extensively in performance modelling and bench marking studies. As the originators of the concept state:

The balanced scorecard retains traditional financial measures. But financial measures tell the story of past events, an adequate story for [the] industrial age... These financial measures are inadequate, however, for guiding the journey [in the] information age...<sup>3</sup>

What is involved in this approach is the use of a range of both financial and non-financial measures. The method was devised originally to provide businesses with a way of including difficult to measure aspects such as customer service and employee work satisfaction in their decision making along with the traditional measure of profit generation. In the same way that it was designed to give companies a balanced look at their activities the balanced scorecard approach can provide a robust and coherent basis for measuring and valuing the impacts of THI schemes in local areas. Each of the four main areas of interest – quality of life, townscape improvement, economic regeneration and confidence building – can be given equal weight in the final evaluation.

<sup>3</sup> Kaplan, R. and Norton, D. (1996). *The Balanced Scorecard: Translating Strategy Into Action*. (Boston: Harvard University Press) pg. 7.

The guiding principles in selecting measures to be included in the balanced scorecard are reliability, validity, independence, reproducibility, comparability and linearity. Reliability means that the measure should be consistent over a number of replications. Validity means that the measure must in fact relate clearly to what it purports to measure. In this regard, it must be relatively independent of other things being counted. Reproducibility means it must have qualities of rigour when tested at accepted levels of statistical confidence.

Using these criteria 64 measurable data items were chosen from the various data sources being compiled for the THI sites. Each of the 16 indicators has four related data items assigned to it as described above. Each of these items can be regarded as reliable, since the information can be collected consistently at different times; valid and independent, since they each measure only one thing; and reproducible since they demonstrate statistical confidence. There is enough information that even when some items are missing the results remain strong. The following summary table shows the result of the balanced scorecard calculation for a particular site at the Baseline and five year review stage.

The full set of indicators is explained in the Research Manual, but essentially each item in the balanced scorecard is derived from triangulating data from several data sets. The table below shows how the different data are drawn on to inform each indicator.

<b>INDICATORS</b>	<b>SOURCES OF DATA</b> (number of items and score)
<b>Indicators Of Quality of Life Enhancement</b>	
<b>Employment and Income</b>	<b>Q C 5; 6.4.1. a, e, g</b>
Education and Personal Aspirations	<b>Q A 22; 6.4.1. h, i, k</b>
Sense of Community and Social Inclusion	<b>Q A 6, 8; 6.4.1. l, o</b>
Security, Crime and Order	<b>Q A 13, 14 15; TS 7</b>
<b>Indicators of Townscape Improvements</b>	
<b>Streetscape Quality</b>	<b>TS 3, 4, 6, 13</b>
Public Space Management	<b>Q A 19; TS 1, 9, 11</b>
<b>Private Space and Façade Management</b>	<b>TS 15, 17, 18, 19</b>
Heritage Interpretation	<b>Q A 7; TS 20, 21, 23</b>
<b>Indicators of Economic Regeneration</b>	
<b>Land Use Changes</b>	<b>TS 24, 25; 6.5.1. g, i</b>
Retail Usage and Demand	<b>Q A 4, 5; 6.5.1. c, h</b>
Capital Values and Yields	<b>Q A 25, 29; 6.5.1. j, k</b>
Pedestrian Usage and Traffic Flow	<b>Q A 12; TS 8, 14; 6.5.1. d</b>
<b>Indicators of Image &amp; Confidence Building</b>	
<b>Media Coverage and Perceptions</b>	<b>Q A 10, 11, 18, 30</b>
Attitudes of Citizens & Community Leaders	<b>Q A 1, 9, 20, 23</b>
Visitation and Sustainability	<b>Q A 2; TS 10; 6.4.1. d; 6.5.1. l or n</b>
Business Vitality and Investment	<b>Q A 21, C 6; TS 16; 6.4.1. c</b>

**Q A – Questionnaire Part A** (number refers to specific question)

**Q C – Questionnaire Part C** (number refers to specific question)

**TS – Townscape Survey** (number refers to point on evaluation pro forma)

**6.4.1. – Secondary Data collected directly** (lower case letter refers to table)

**6.5.1. – Secondary Data collected with assistance** (as above)

### The Balanced Scorecard of Glasgow 2006

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20.00	12.18	60.90
Education And Personal Aspirations	20.00	15.64	78.20
Sense of Community and Social Inclusion	20.00	13.94	69.70
Security, Crime and Order	20.00	11.93	59.65
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20.00	11.50	57.50
Public Space Management	20.00	13.40	67.00
Private Space and Façade Management	20.00	10.90	54.50
Heritage Interpretation	20.00	13.42	67.10
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20.00	12.60	63.00
Retail Usage and Demand	20.00	12.86	64.30
Capital Values and yields	20.00	12.62	63.10
Pedestrian Usage and Traffic Flow	20.00	13.45	67.27
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20.00	15.77	78.85
Attitudes of Citizens and Community Leaders	20.00	14.03	70.15
Visitation and Sustainability	20.00	13.14	65.70
Business Vitality and Investment	20.00	12.81	64.07
<b>Total</b>	<b>320.00</b>	<b>210.20</b>	<b>65.7</b>

### The Balanced Scorecard of Glasgow 2000

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	11.87	59.33
Education And Personal Aspirations	20	13	65
Sense of Community and Social Inclusion	20	12.68	63.4
Security, Crime and Order	20	10.74	53.7
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	10.7	53.5
Public Space Management	20	11.04	55.2
Private Space and Façade Management	20	7.98	39.9
Heritage Interpretation	20	12.16	60.8
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	9.4	47
Retail Usage and Demand	20	10.64	53.2
Capital Values and yields	20	13.54	67.7
Pedestrian Usage and Traffic Flow	20	13.03	65.1333
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	11.92	59.6
Attitudes of Citizens and Community Leaders	20	12.12	60.6
Visitation and Sustainability	20	12.45	62.27
Business Vitality and Investment	20	12.95	64.75
<b>Total</b>	<b>320</b>	<b>186.22</b>	<b>58.2</b>

## 3.0 Summary and findings by case

### 3.1 Introduction

Section 3 summarises each of the 16 case studies including the regeneration context, a brief description of the THI scheme, the aims, objectives and partners, the amount of funding and the outputs to date, along with a summary analysis of how each case study area has changed. The analysis is in two parts: the first presents findings from each of the data collection methods used (questionnaire, townscape evaluation, interviews and secondary data); the second draws out the additional impacts of the THI with respect to the four main themes of the research, based on an analysis of the balanced scorecard results. An overall evaluation of the success of each case is then given, along with key lessons for the HLF in terms of the effectiveness of the programme as reflected in the individual cases. We then

*Note: The financial information in each case is derived from published accounts supplied to us by individual THI officers, in most cases; and/or from the HLF. Occasionally we have found differences in these figures, and in our analysis have relied on the HLF's information, based on the assumption that it will be more up to date.*



## 3.2 BURSLEM THI



This 2010 view of a derelict pottery works speaks to the tragedy of Burslem's lost past.



The restored Art School represents the potential of Burslem's present.



The future of Burslem may well lie in the creation of new housing on the old pottery grounds. It may not be 'in keeping' with the heritage architecture but nevertheless help preserves that architecture by providing the patrons for the businesses located in the town centre.

### **3.2.1 Background to the Burslem THI**

Burslem is one of the six 'pottery towns' that in 1910 were amalgamated into the present city of Stoke-on-Trent. Wedgwood, Wade, Sadler, Barratts and Royal Doulton are the pottery manufacturers primarily associated with Burslem. Josiah Wedgwood was both a technical and business pioneer who greatly advanced the industry in the town and region. The characteristic conical kilns, in which the pottery was fired, were a feature of the area's image although most have now disappeared.

The heart of Burslem, which is the focus of the THI scheme, still retains something of the appearance of a distinct town centre with an assortment of shops and public buildings in spite of being part of what is now a continuous urban area. The present commercial centre of Stoke-on-Trent, the former town of Hanley, and the current administrative centre in the old town of Stoke, both lie to the south. Burslem town centre contains some striking buildings such as the old Town Hall, the Art School and the Wedgwood Institute whilst it also has some fine vernacular commercial structures and churches. The area is well served by public houses and restaurants and there are a number of service businesses, shops, banks and estate agents.

In the recent past there were also vacant premises and second-hand stores, which indicated a weak local economy. The surrounding pottery works once employed a large number of people but since they are now all defunct the area is no longer primary work place. Crime and street prostitution have been factors in past years. In terms of its physical characteristics and its economic and social situation, Burslem represents the typical profile of a community toward which the THI is directed. There is a good collection of heritage buildings in the specified district with some in reasonable condition and until recently others empty and at risk of serious deterioration.

The most positive aspect of Burslem is that the abandoned industrial precincts surrounding the town centre have the potential to be the sites of new development, especially housing, which would, if it came to be, provide a large pool of local consumers and users who would patronise the business district. The question has always been, will that happen in time to benefit those businesses that have steadily declined over the last ten to twelve years?

#### **Goals of the scheme**

There does not appear to have been an overall heritage or urban design plan for Burslem until 2004. The document that appeared at that time was produced by Atkins – Urban Design and Regeneration, of Nottingham and is called *Baseline Report for the Burslem Master Plan and Urban Design Action Plan*. This study begins by stating, 'The report identifies the factors responsible for Burslem's under performance in recent years...' Somewhat surprisingly in 77 pages of analysis and background, it does not appear to mention the Townscape Heritage Initiative or any of the projects that had to that point seen the investment of several million pounds.

Our observation is that what is stated above may highlight a critical lack of overall coordination in various efforts that have been made in the past to improve the situation in Burslem and to capitalise on its considerable assets.

In other words, whilst there were a lot of targets, budgets, dreams and aspirations, there were no clear goals.



THI Boundary (shown in red) in Burslem

### 3.2.2 Funding and outputs in Burslem

The stated aim of the Burslem Townscape Heritage Initiative was to restore the integrity of the historically important street scene within Burslem's conservation area and to act as an economic enabler for the town. The partners were Stoke-on-Trent City Council, Advantage West Midlands and the Heritage Lottery Fund. The first phase of the THI in Burslem began in 1999 and ran until 2005 whilst a second phase operated between 2007 and 2011. However, there were regeneration projects that pre-dated the THI.

The original 1999 THI application for Burslem outlined a total of £4,750,000 expenditure on various town centre projects of which £800,000 or about 23% would have been the Heritage Lottery Fund contribution. According to reports provided to the OBU team in 2007, the first phase spending total amounted to only £3.2m whilst £817,500 (25.5%) came from the HLF.<sup>4</sup> A table showing the sites that received funding, the amounts and other information are contained on the following two pages. According to some of the interviews conducted during the 2006 site visit the lower amount of expenditure may have resulted in part from the lack of take-up of the grants being offered for building renovation. That in turn was attributed to the complexity of the application process and the lack of funds at the disposal of landowners.

The second THI phase was once again to have combined the resources of several agencies to provide a £4m initiative over a five year period from 2007 to 2011. The funding for the project was to have been split with £1.4m coming from Advantage West Midlands, £1.1m from the Heritage Lottery Fund whilst Stoke-on-Trent City Council and the Private Sector were to have contributed around £1.5m. The demand for the renovation funds this time around was felt to be high.

According to the only information available to the OBU team at the time of writing less than £1m has been allocated to 24 individual building projects.<sup>5</sup> It was understood that many more projects were planned and even contracted but those had not yet been completed. One of the best factors in this regard is the private investment that has been made which in 2009 and 2010 was a little over half the total spend on building restoration.

The same report indicates that following outputs had been achieved in 2009/10:

- Business Assisted – 10
- Businesses historically renovated – 10
- Jobs created – 5
- Jobs safeguarded – 11
- Business assisted – 2<sup>6</sup>

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<sup>4</sup> Information provided to the OBU team by the Burslem Community Development Trust in 2007

<sup>5</sup> From Burslem Townscape Initiative Planned Action Progress to date September December 2010

<sup>6</sup> It is not know why the report showed two entries for Businesses Assisted.

### Outputs at scheme completion, April 2007

Project address	Description of building and work	Total project cost	THI grant paid	Use before	Use after	Employment (April 06 report)
<b>1-9 Westport Road</b> (now known as Fountain Court)	Grade II listed, formerly 'Fountain Place Works Pottery'. Built 1789. Refurbishment and conversion to flats. Complete in first year	£120,000	£80,000	Vacant	22 affordable housing association apartments – all occupied	
<b>Burslem School of Art</b> , Queen Street	Grade II listed, purpose built art school c.1905. Refurbishment to provide small business and studio units. Complete in first year	£1.3m	£110,000	Vacant	Occupied by 20 small businesses and an urban design and architecture centre	20 FT 10 PT
<b>Overhouse Chambers</b>	Georgian House. Refurbished. Complete in first year	£25,000	£11,000			
<b>11 Market Place</b>	Three storey, shop premises. Refurbished	£165,000	£77,000	Vacant	Shop and tearoom	1 FT 4 PT
<b>Queens Theatre</b> , Wedgwood Place	Grade II listed, town hall and theatre, built 1911. Roof repairs, seats re-upholstered, lighting, etc. First stage complete in year one, subsequent work complete by Oct 2003	£240,000	£120,000	Vacant	Theatre/live entertainment venue	
<b>3 St Johns Square</b>	Refurbished and converted into restaurant, ground floor and cellar	£140,000	£90,000	Vacant shop	Restaurant	2 FT 7 PT
<b>22-30 and 32-34 Queen Street</b>	City Council units fronting the Indoor Market Hall, refurbished	£400,000	£130,000	Vacant	Let to small businesses, with focus on high-tech. Jellifish Internet Services	2 FT

**Outputs at scheme completion, April 2007 (continued)**

<b>Project address</b>	<b>Description of building and work</b>	<b>Total project cost</b>	<b>THI grant paid</b>	<b>Use before</b>	<b>Use after</b>	<b>Employment (April 06 report)</b>
<b>7-11 Queen Street</b>	Acquired by Touchstone Housing. Refurbished and converted to live/work units	£600,000	£90,000	Vacant shop units	Occupied as live/work units	
<b>Wedgwood Memorial Institute</b>	Listed Grade II*, built 1869 as public library, art school etc. Small scale repairs	£9,000	£5,000	Library partial use	Public library partial use	
<b>Swan Bank Methodist Chapel</b>	Repairs and refurbishment works	£69,000	£20,000	Chapel	Chapel	
<b>2-4 Market Place</b>	Shop premises and flat above. Small scale repair and refurbishment works	£7,500	£6,000	Shop and residential	Shop and residential	
<b>Old Town Hall</b> 'Ceramica' Opened April 2003? Achieved visitor targets for first year	Grade II* listed, built 1854. Floor tile repairs in foyer	£5,000	£4,000	Vacant	Ceramica – visitor attraction	
<b>15/15a St Johns Square</b>	Grade II listed, early c.19 shop premises. Small scale repairs	£2,500	£1,500	Shop	Shop	
<b>9-11 Brickhouse Street</b>	Small scale repairs	£22,000	£13,000	Furniture shop	Shop	
<b>29 Market Place</b>	Listed Grade II, built 1836 as a bank. Small scale repairs including a new frontage	£55,000	£30,000	Vacant	Restaurant	
<b>38 Market Place</b>	Listed Grade II, late c.18 shop premises. repairs and refurbishment	£76,000	£43,000	Vacant	Shop	2 PT
<b>Public Realm – Public space around Old Town Hall ('Ceramica')</b>	High quality paving and street furniture	£36,000	£8,000	N/A	N/A	
<b>Public Realm – St Johns Square Fountain</b>	Refurbishment and relocation	£13,000	£10,000	N/A	N/A	
		<b>£ 3,199,500.00</b>	<b>£ 817,500.00</b>			

<b>SITE</b>	<b>AMOUNT</b>
1-3 Queen Street (Windows)	£28,835.20
1-3 Queen Street (Roof)	£4,560.00
Overhouse Chambers Phase 1	£18,976.82
Overhouse Chambers Phase 2	£10,638.30
4 Nile Street Phase 1	£7,066.69
8 Westport Road	£6,089.40
8 Moorland Road	£2,760.00
10 St Johns Square	£696.37
2-4 Market Place	£38,849.01
Kismet Restaurant	£43,989.21
Kismet Restaurant Signage	£2,628.90
URC Phase 1	£68,050.94
38 Market Place	£4,514.24
4 Nile Street Phase 2	£12,162.01
4 Swan Bank *	£4,464.00
1 St Johns Square	£208,244.93
33 Queen Street	£50,995.89
35 Queen Street	£39,912.97
1-6 Swan Bank *	£90,000.00
KFC	£158,675.00
CAB Insurance Brokers	£133,153.45
Burslem School of Art Orangery	£43,079.79
32 Market Place	£74,155.44
The Bulls Head	£21,862.87
	<b>£974,361.43</b>

From Burslem Townscape Initiative Planned Action Progress to date  
September - December 2010

\*These addresses are actually Swan Square. The official Swan Bank is outside the THI area.

All of this should be considered in light of the fact that Burslem was the recipient of several previous urban regeneration initiatives in the 1980s and again in the 1990s. The following organisations and funding agencies had contributed money to various restoration and redevelopment schemes in the Burslem town centre:

- Community Area Partnership Scheme (CAPS) 1995
- European Regional Development Fund (ERDF)
- Single Regeneration Budget (SRB)
- English Partnership (gap funding)
- City Council



According to information provided by the Burslem Community Development Trust, between 1996 and 1999, over £7m of investment has been made in the Burslem town centre. A total of the figures provided by the same Burslem Community Development Trust report that the following projects had been funded:

Ceramica <sup>7</sup>	£3,200,000
Quest	£2,000,000
Living over the Shop	£250,000
Six Specific Buildings	£1,068,000
Town Centre Improvements	<u>£600,000</u>
TOTAL	£7,118,000

Between the late 1980s and 2011 a conservative estimate of the investment in the rehabilitation of the Burslem town centre would be around £12m from all the agencies involved and well over £2m from the HLF.

### 3.2.3 Findings by data type for Burslem

#### Townscape survey

Some of the important townscape measures have shown improvements since the survey of 2006. Across the THI area there was evidence of more cleanliness and better-defined edges. The latter is partly a result of the former industrial sites around the town centre being converted to housing and therefore not presenting the ambiguous transitions from the streets that appeared earlier. There were also better public plantings, improved historical reference and better resting places.

On the down side, some of the buildings restored earlier were beginning to show maintenance deficiencies. Also, the sense of threat had increased. During the visit of the OBU team there was a major disturbance in one of the

<sup>7</sup> There is some confusion between the facility created in the old Burslem Town Hall and the gift shop structure built in the square behind the town hall in about 2000, both of which at different times were called Ceramica but appear to have been under separate management.

The following information quoted from a web site called *Photo History of Stoke-on-Trent* [http://www.thepotteries.org/photo\\_wk/169.htm](http://www.thepotteries.org/photo_wk/169.htm) dated 2011 and retrieved March 15, 2012.

Ceramica in Burslem, Stoke-on-Trent was one of the Millennium Commissions 222 projects across the country. Ceramica was designed to be a unique celebration of the ceramic industry of Stoke-on-Trent. Created inside the Victorian town hall of Burslem.

- Although the First Day of Issue postmarks were May 2000 it was not until 2003 that Ceramica finally opened to the public.
- Dry rot was discovered in the town hall which housed the exhibition and fixing this swallowed up a large portion of the budget.
- It was expected to attract 100,000 visitors a year - but it only realised less than a tenth of that figure which meant that it was not viable without local authority funding.
- The closure of the Royal Doulton factory in Burslem reduced the number of visitors to the town and an anticipated restoration of the Burslem Port Canal did not happen.
- It closed in March 2011 after Stoke-on-Trent City Council withdrew its £150,000 a year funding for the day-to-day running of Ceramica.

pubs and when interviewed the police in attendance indicated this was not unusual.

Overall, the detailed townscape score increased slightly but the impression score declined. The impression score is the initial sense that the observer has of the street. This probably indicates that after three visits the observer expected more improvement than they actually saw. An example of this is that where a small park with benches had replaced the old public convenience, the tile decoration in the pavement was already damaged.

### **Household questionnaire**

In 2010, the numbers responding to the questionnaire was 115, up from the 87 respondents in 2006 and close to the number answering in 1999. Those who answered were about 50% female/male, three quarters were residents and almost half had lived in Burslem for more than 20 years. There was little or no change in their income level. The points that stood out were the drop in reported crime, the increase in the sense that the neighbourhood was a good place to socialise and lessening of optimism about the future. Only nine people remembered answering a questionnaire before and fewer than a quarter know about the THI.

### **Interviews**

Only one person responded to the dozen or so letters sent out to local officials and those who had been involved in the Burslem THI. That local councillor completed a written outline but was not contacted in person. During the site visit informal conversations were engaged in by the OBU evaluation team. However, an information meeting was held by the current THI managers in February 2011 and 13 people completed the questionnaire at the end of that meeting. One was the same councillor mentioned above who responded to the OBU invitation to make comments. About half of the respondents to the 2011 questionnaire had benefited directly from THI grants.

Virtually all of the respondents agreed that a) the town was physically run down prior to the original THI and that the scheme had been successful in improving the look of the town. Most also agreed that the primary benefit concerned the physical appearance of buildings but not everyone felt that the THI had resulted in increased investment and local confidence. A few said the scheme had 'lifted' the area but some held that some buildings were worth less than the cost of renovation. Some acknowledged that owners did not have the funds for their share of renovations. There was an awareness that some premises remain vacant. Most were hoping for more THI type funding.

### **Secondary data**

Not all of the secondary data items that were collected during the Baseline study in 1999 have been available over the ten year period of the study. Of the

12 statistical measures contained in the 2006 report, it is now possible to access only six. However, there were a sufficiently large number of data sources included in the original research plan that even with a reduced number there remains sufficient material to make informed comparisons in conditions at different time periods.

The statistical record shows that employment levels in Burslem are down somewhat more than the surrounding region whilst unemployment has increased 50%, which is double the regional figure. However, long-term unemployment is similar to the surrounding area but that may indicate people having dropped out of the work force all together. On a brighter note, education achievement and voting rates have kept pace whilst region and property values have done somewhat better albeit remaining at a modest level from a national perspective.

### **3.2.4 Additional impacts of the Burslem THI**

Additional impacts of the THI are captured using the balanced scorecard, described in section 2 of this report. This allows changes brought about by the investment to be tracked over time against the four main themes of the project. The scorecard for each of the three points in the research are set out below, followed by a brief commentary of what these reveal about the additional impacts of the scheme on Burslem.

The Balanced Scorecard for Burslem -2010			
Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			56.1
Employment and Income	20	10.62	53.10
Education And Personal Aspirations	20	12.24	61.20
Sense of Community and Social Inclusion	20	11.32	56.60
Security, Crime and Order	20	10.68	53.40
<b>Indicators of Townscape Improvements</b>			67.5
Townscape Quality	20	13.60	68.00
Public Space Management	20	14.42	72.10
Private Space and Façade Management	20	12.20	61.00
Heritage Interpretation	20	13.78	68.90
<b>Indicators of Economic Regeneration</b>			55.9
Land Use Changes	20	11.00	55.00
Retail Usage and Demand	20	6.66	33.30
Capital Values and yields	20	13.63	68.13
Pedestrian Usage and Traffic Flow	20	13.45	67.27
<b>Indicators of Image and Confidence Building</b>			50.9
Media Coverage and Perceptions	20	9.83	49.15
Attitudes of Citizens and Community Leaders	20	10.05	50.25
Visitation and Sustainability	20	9.37	46.87
Business Vitality and Investment	20	11.48	57.40
<b>Total</b>	<b>320</b>	<b>184.33</b>	<b>57.6</b>

The Balanced Scorecard of Burslem 2006			
Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	10.52	52.6
Education And Personal Aspirations	20	11.71	58.53
Sense of Community and Social Inclusion	20	11.6	58
Security, Crime and Order	20	10.23	51.15
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	13.4	67
Public Space Management	20	12.85	64.25
Private Space and Façade Management	20	12.1	60.5
Heritage Interpretation	20	13	65
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	10.6	53
Retail Usage and Demand	20	7.1	35.5
Capital Values and yields	20	14.1	70.5
Pedestrian Usage and Traffic Flow	20	13.4	67
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	10.47	52.35
Attitudes of Citizens and Community Leaders	20	9.59	47.95
Visitation and Sustainability	20	11.76	58.8
Business Vitality and Investment	20	11.81	59.05
<b>Total</b>	<b>320</b>	<b>184.24</b>	<b>57.6</b>

#### The Balanced Scorecard for Burslem 2000

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	11.3	56.5
Education And Personal Aspirations	20	11.7	58.5
Sense of Community and Social Inclusion	20	11.3	56.5
Security, Crime and Order	20	10.1	50.5
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	12.0	60.0
Public Space Management	20	9.7	48.5
Private Space and Façade Management	20	11.8	59.0
Heritage Interpretation	20	12.4	62.0
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	10.2	51.0
Retail Usage and Demand	20	7.0	35.0
Capital Values and yields	20	14.4	72.0
Pedestrian Usage and Traffic Flow	20	13.3	66.7
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	10.4	52.0
Attitudes of Citizens and Community Leaders	20	9.3	46.5
Visitation and Sustainability	20	8.4	42.0
Business Vitality and Investment	20	13.5	67.3
<b>Total</b>	<b>320</b>	<b>176.8</b>	<b>55.3</b>

## Quality of life enhancement

Scorecard	1999 - 2006 Down 0.43	2006 - 2010 Up 1.03	1999 - 2010 Up 0.6
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The OBU team evaluators found a weak employment picture and a lack of enthusiasm among residents about the future. On the brighter side, the town is still largely seen as a good place to socialise although the social life can get a bit rough at times. This has led to some timidity about how safe it is. At the same time, the reported crime rate is down and there is a sharp drop particularly in property crime.

With an overall increase of less than a percentage point in the balanced scorecard, it is hard to argue that the quality of life in Burslem has improved very much during the time of the THI scheme.

## Townscape improvements

Scorecard	1999 - 2006 Up 6.81%	2006 - 2010 Down 0.48%	1999 - 2010 Up 6.33%
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Over the last ten to twelve years, there has been a clear and encouraging improvement in the townscape of Burslem. The renovation of a couple of dozen buildings has, in the words of one respondent, 'lifted' the town. The improvements can be itemised under a number of topics: preserved architectural details, windows, street furniture, public and private plantings and resting places. There is more historical reference visible and people appear to be knowledgeable about local traditions. Since the OBU team visit in 2010, the second phase of the THI has continued and more buildings have been improved. Since 2004, a Master Plan has existed to guide work.

Seeing a balanced scorecard increase of over 6% leads one to conclude that the townscape aspect of the Burslem THI has been successful. The distinguished architecture of the town has been rescued and will be able to house prosperous businesses and services and provide housing in the future.

## Economic regeneration

Scorecard	1999 - 2006 Up 0.32%	2006 - 2010 Down 0.6%	1999 - 2010 Down 0.28%
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Whilst buildings in Burslem have been renovated, the economy has not. An alarming number of the properties remained vacant at the time the site was visited in 2010. Retail was faltering and there is little support for business from local residents. Few local people own commercial property and it is not clear who does own it. Whether the current owners represent new investment or absentee landlords with little interest in the town is not clear.

The hope on the horizon is that the vacant sites around the town will be built out with new residential estates. Whilst the architectural styles of the projects already

built are not 'in keeping' with the town centre buildings, that may not matter in the long run if they provide the much needed market that will support local businesses housed in the historic fabric of Burslem.

The measures used here have not shown an increase over the life of the THI scheme but they show that Burslem has held its own in a devastated national and international economy. If there is a future for the place, there are places to house the activity it brings.

### **Image and confidence building**

Scorecard	1999 - 2006 Up 2.84%	2006 - 2010 Down 3.89%	1999 - 2010 Down 1.05%
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As with the goal of improving quality of life, the HLF goal of community image and confidence building through conservation-led regeneration cannot be strongly argued from the evidence assembled here. The measures used here show a decrease of over a percentage point over a dozen years. In spite of the efforts to restore buildings, efforts which no doubt have heritage merit, there is no proof that people in the town have a better image or more confidence. They may in the future, but as one interviewee said, 'There is low self-esteem in the town'. People distrust their council. They do not see their town as a place others would want to visit, although they might go to a pub themselves. For now, they do not see things getting better.

### **3.2.5 Summary evaluation of the Burslem THI**

After 11 years and two phases of THI funding it can be concluded that the physical fabric of Burslem's town centre has been significantly upgraded and improvements have continued after the 2010 evaluation visit. However, it is difficult to argue from an evaluation of the indicators put in place over a decade ago that the HLF goals of materially improving quality of life, stimulating economic revitalisation and increasing confidence have been met. Employment prospects are not good, retail activity has faltered, there is more vacant space than ten years ago and people are generally not enthusiastic about the future. Looking at the reasons for the success we might cite the high quality of the original building stock, the willingness of some building owners to invest and the availability of funding from many agencies. Some reasons for the failures are poor self-esteem among the local residents, lack of purchasing power to support retail, lack of capital, the poor economy of the surrounding region and a lack of concerted strategic and coordinated planning. From all of this we might learn that conservation of significant built resources may be desirable for heritage reasons but may not always have short or medium term social and economic benefits, expecting heritage conservation to lift a local economy within a region experiencing economic problems may be unrealistic, funding regeneration projects piecemeal without an overall strategy may undermine the potential benefits and funding new building such as the Ceramica gift shop in an area which already has high vacancy is probably unwise.

### 3.3 BODMIN THI



This view typifies Bodmin in many ways. The streets leading up to the Shire Hall are quite pleasant and many of the old public and commercial buildings are beautiful, but there is persistent vacancy and under-utilisation of the building stock. This storefront, which was 'To Let' in 2011, was occupied again in 2012, but the overall vacancy rate in the town centre is discouraging.

### 3.3.1 Background to the Bodmin THI

The town of Bodmin is strategically placed near the historic trans-peninsula route across Cornwall in a tributary valley of the river Camel. Its history dates back to the Bronze Age and by the time of the Domesday survey in 1086 Bodmin had become the most important religious centre in Cornwall and the largest town in the county. During that period, it was also the centre for the Cornish tin market. The town prospered through the later medieval period until the Reformation but the Civil War brought a period of stagnation. The town survived from trade in materials such as leather and wool and in 1563 it received a Royal Charter from Elizabeth I to be a self-governing town. Communications improved in the mid-18th century when the moorland road to Launceston was adopted and improved by the Turnpike Trust.

The town developed over the centuries in a linear form along the valley side. The constrained street pattern still reflects the medieval layout but little evidence from that period remains above ground apart from the Parish Church. The 19<sup>th</sup> century saw County administrative functions establishing in the town, mostly in new buildings. Two institutions were positioned at the edges of Bodmin – the County Gaol and the County Lunatic Asylum. Both original buildings still survive. Commercial uses and hotels dominated Fore Street along with some large town houses. Smaller residential terraces formed Lower and Higher Bore Street and the medieval system of lateral alleys leading to former burgage plots was continued. Later expansion in the mid-19<sup>th</sup> century tended to be towards the east. The police headquarters, Bodmin Barracks and Great Western Railway station opened in the late 1800s along with a number of substantial villas and the Grammar School.

The built form of the town today stems from its boom period as the County town of Cornwall in the early 19<sup>th</sup> century before the administration was moved to Truro. Many of the buildings were reconstructed in the classical idiom and new landmark public buildings were established at Mount Folly in the town centre and on the periphery. The prevailing building material then and in later Victorian times was always local stone.

In the 1960s and 1970s, new council housing built in association with the Greater London Corporation overspill scheme resulted in a doubling of the population over a 30 year period. Industrial development has also taken place towards the south of the town near the two major roads of the region, the A38 and A30. Bodmin is now the largest town in North Cornwall with a population of around 13,000 (2001 census).

The 1991 Conservation Area boundary encompassed the historic core around Priory Park and the Parish Church and extended west and southward from Mount Folly Square along the main road. Extensions were made to the area to include a former asylum, the Bodmin barracks and one of several historic wells and springs along the line of the town Leat (water course).

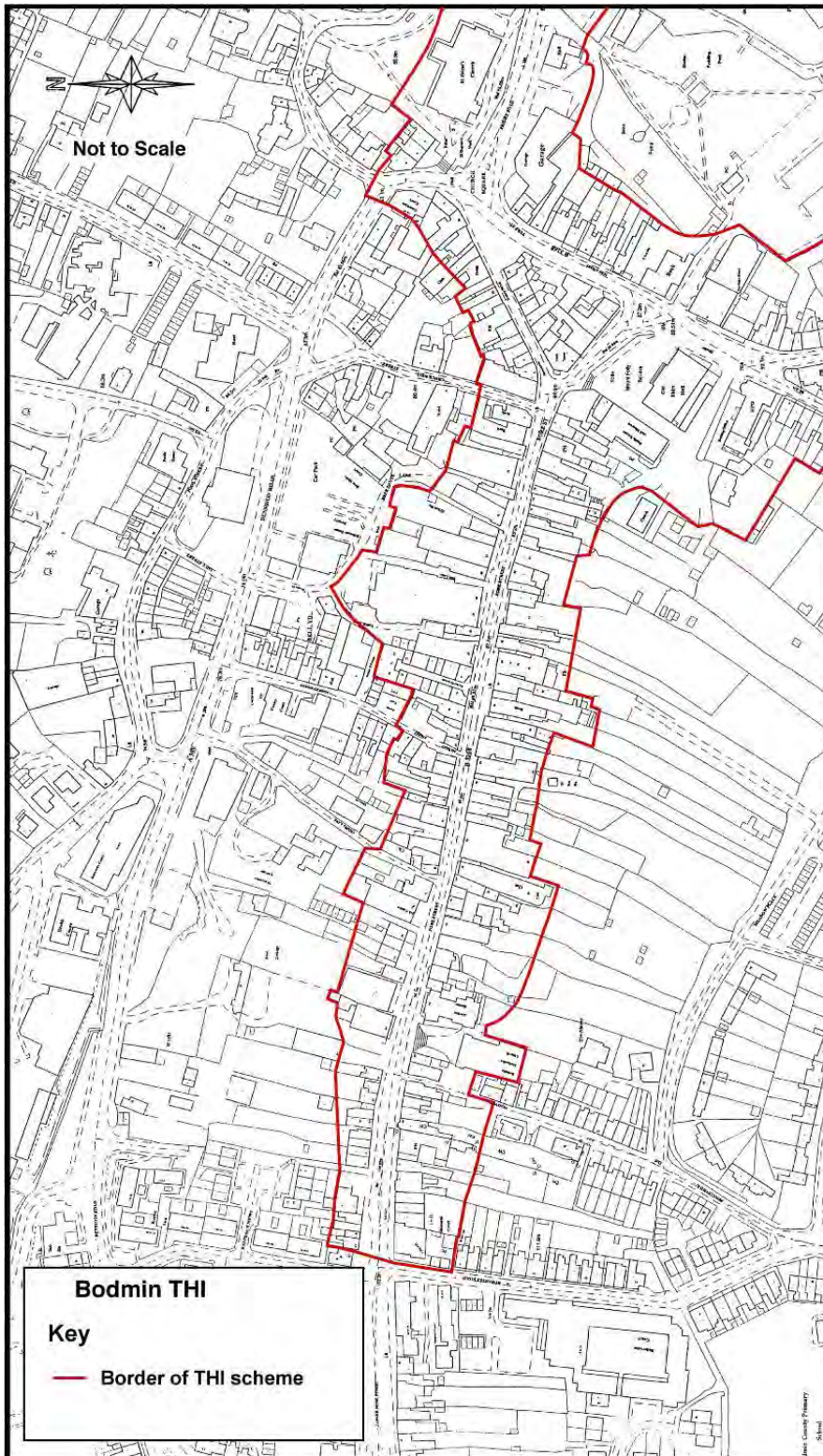


## **Goals of the scheme**

The goals of the THI scheme specifically aimed to:

- Improve the environment of the town centre in order that it be perceived as a high quality historic location of local distinctiveness by both local residents and visitors
- Promote the reoccupation of key long term vacant buildings in the Conservation Area for appropriate commercial and community based uses
- Generate new jobs and safeguard existing ones by means of investment in physical construction works
- Encourage greater investment in the repair and maintenance of existing buildings

Key targets included vacant historic properties at the west end of Fore Street, the main shopping area and enhancement works at other strategic locations around the town centre.



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THI Boundary (shown in red) in Bodmin

### 3.3.2 Funding and outputs in Bodmin

Bodmin had received financial assistance from the European Regional Development Fund (ERDF) prior to the involvement of the Heritage Lottery Fund (HLF) through the Townscape Heritage Initiative (THI). There were four important enhancement schemes totalling £2.1 million in investment which were completed by the end of 1999: the Shire Hall, landscaping of the civic square on Mount Folly, a traffic management and environmental enhancement scheme and the relocation of car parking.

The THI began in 1999 with the District Council in partnership with the County and Town Councils, the Chamber of Commerce and the Town Forum. They put together a comprehensive strategy for enhancing Bodmin Town Centre. This Town Centre Enhancement Strategy provided the basis for ERDF, SRB (Single Regeneration Budget) and HLF support for Bodmin, which was to total over £2.5 million in investment in a number of major schemes. THI contributions to works targeted at funding the difference between the cost of standard repairs and repairs to a conservation standard with appropriate materials.

HLF agreed to provide funding from April 1999 with the plan that all works were to be completed and accounted for by March 2004. The awarding of ERDF funding for the THI in June 1999 caused the project plan and parameters to be altered. That new funding meant the THI could have a greater impact, but it also enforced a much tighter timescale. The original five year project plan was reduced to just over two years with a completion date of June 2001. This meant that projects which could secure planning permission and be completed within time had to be prioritised, sometimes over more strategically important schemes. In the event, the projects which did benefit from THI funding had mostly been identified as priorities in the original plan. Fewer, but higher value projects were funded than initially envisaged.

Priority was given to:

- listed buildings
- buildings at risk due to poor condition/vacancy
- buildings prominent in the street scene/located at entry points into town
- buildings at the west end of Fore Street, an area of particular need
- buildings having group value
- buildings with significant opportunities for the restoration of original features
- sites forming part of the setting of historic springs and wells
- buildings located within the commercial area of the town centre

The THI was completed on time with full spend by 31 December 2001. In documents given to the OBU team in 2005, approximately £604,000 of HLF investment had been expended in Bodmin. The total support for all funders was not provided. It was claimed that 17 buildings were repaired, with a total floor space of 4,800 square metres. Vacant floor space had been brought back into use within six of these buildings – comprising 214 square metres of commercial floor space and 24 habitable rooms. Architectural features had been restored on ten facades.

It is the understanding of the Oxford Brookes University (OBU) team that there was no significant private sector investment on building restoration in Bodmin beyond the repairs that some business owners have made to their premises outside the THI funding. It appears that some of the buildings that received HLF support, such as 35 Fore Street, are vacant again although most were still in use at the time of the 2011 visit.<sup>8</sup>

An examination of the 2005 tables showing the funds spent on specific properties indicates that some of the premises were outside the boundaries of the THI area that were given to the OBU team at the beginning of this evaluation project. Some, such as 20 Lower Bore Street, are close to that boundary but the Salisbury Terrace addresses and St Lawrence Community Church are a quarter of a mile away from the town centre. These latter properties may have been included because of their proximity to the former asylum that was added to the THI funding allocation area but was never shown on maps provided to the OBU evaluation team.

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<sup>8</sup> This was checked on Google Earth from 2012© images.

### Outputs at scheme completion

Location	Description of property / condition before THI	Work carried out with THI funds	THI grant paid	Use before THI	Use after THI
5 Church Square		Roof repairs	£4,176.21	Residential	
21 Crockwell Street	Long standing poor condition and vacant.	Complete roof recovering and repairs, render repairs, joinery work and re-instatement of cast iron railings. Extensive remedial work to the first floor front wall. Made ready to re-occupy as a single dwelling.	£26,194.00		
23 Crockwell Street		Similar to no. 21 (above).	£25,525.00	Residential	
2/2A Fore Street		Extensive repairs to external fabric.	£91,180.00	In use as shop with offices	
Turret House, Fore Street		Range of general repairs, in particular to the roof.	£26,193.52	Operated as a newsagent's shop with offices above, partly vacant.	
22 Fore Street		Complete re-roofing, reconstruction of a chimney and window joinery works.	£24,340.95	Used as a bakers shop and restaurant	
35 Fore Street		General repairs, in particular to the roof.	£28,407.00	Used as a stationery and toy shop.	
51 Fore Street	Grade 2 Listed. Extensive repairs internal and external.	Extensive repairs: (i) complete recovering of the roof (ii) repairs and replacement of external joinery (iii) re-pointing and render repairs; (iv) remedial works to the east gable wall. The flat to be re-occupied as a result.	£37,315.00		Ground floor converted to shops, vacant flat above.

**These tables are composed of information provided by the Bodmin THI project in 2005.**

### Outputs at scheme completion (continued)

Location	Description of property / condition before THI	Work carried out with THI funds	THI grant paid	Use before THI	Use after THI
<b>53 Fore Street</b>	Grade 2 Listed	Repairs to roof and external walls. Re-pointing and rendering work. Modern shop front and entrance door altered to a more traditional form. 288 sq. metres of business space brought back into use.	<b>£21,988.00</b>		Vacant for several years prior to sale to a surveyor's business in December 2000.
<b>96 Fore Street</b>	Grade 2 Listed	Extensive external and structural repairs. Roof re-slating, and reconstruction of the chimneys. Repairs to joinery and the slate cladding. Work completed by owner and building.	<b>£93,040.00</b>	Vacant shop and flat above.	Brought back into use as two large flats.
<b>20 Lower Bore Street</b>	Grade 2 Listed	Extensive structural, roof and joinery repairs in order for it to be	<b>£72,785.33</b>	Acquired by the Cornwall Buildings Preservation Trust in 1999 - disused	Brought back into use as a 3-4 bedroom family house.
<b>2 Mount Folly Square</b>		General repairs, including a complete roof replacement, replacement of rainwater goods, re-rendering and render repairs.	<b>£27,622.00</b>		In use as a chiropractor's clinic.
<b>4 Mount Folly Square</b>	Used by a registered charity (Mencap).	General repairs. Complete replacement roof, repairs to slate hangings, guttering, render and historic paving.	<b>£26,069.68</b>		
<b>1 Salisbury Terrace</b>		Reconstruction of the gable wall; extensive repairs to the front façade, chimney and joinery repairs. Owner to complete work and building to be re-occupied.	<b>£34,651.00</b>	Vacant for 10 years, had significant structural problems.	
<b>2 Salisbury Terrace</b>	The next door property to No 1 (above).	Re-construction of chimney.	<b>£1,325.00</b>		
<b>Springs and Wells Project</b>		Physical repairs to the wells: St Gurons Wellhouse, St Gurons Well, Eye Well	<b>£21,000.00</b>		
<b>St Lawrence Community Church</b>		Roof repairs, repairs to rainwater goods, re-pointing and work to the front boundary wall.	<b>£42,124.59</b>		In use as a community church.
<b>TOTAL</b>			<b>£603,937.28</b>		

### **3.3.3 Findings by data type for Bodmin**

#### **Townscape survey**

A look at the townscape scores over the three time periods of evaluation in Bodmin, 2000, 2005 and 2011, is telling. Whilst in most THI sites the evaluation of views showed a steady climb, that is not true in this case. Between 2000 and 2005, the overall score rose by 0.6%, a modest but encouraging figure. Over the next six years that score fell by 0.2% so that whilst better than at the time of the Baseline study, it showed that early improvements in the townscape had not been sustained. What was also telling was that in 2000 and 2011 the impression score and the aggregate score were the same. The impression score is the researcher's initial reaction to view whilst the aggregate is the average of detailed observations. In 2005, the impression score was higher than the aggregate, which means that in a sense, the place looked better than it actually was. On the townscape scoring the falling off between 2005 and 2011 was general across most of the 25 measures. This is mitigated to some extent by the fact that the appearances of Bodmin's streetscapes were fairly good to start with.

In terms of occupancy, the OBU team mapping shows that between 2000 and 2005 vacancy in the core of Bodmin fell by half from 19 to nine empty premises. In 2011, however, there were 21 vacant properties. Buildings previously empty were now occupied but others had lost their tenants. In 2011, however, one of the bright spots was the former Methodist Church, which has been converted to a restaurant.

#### **Household questionnaire**

In 2011, almost twice as many residents responded to the household questionnaire, 188 compared with 89 in 2000 and 98 in 2005. It would seem that many people were interested in expressing their opinions. In the case of the majority of questions (17) the responses were more negative than in 2005 whilst about fewer than half (8) showed some improvement. Many of these more favourable responses indicate a sense that Bodmin was now a safer place. The rest of the questions showed little or no change from five years before. Less than 5% of the respondents remembered answering a THI survey before.

#### **Interviews**

One written interview form was received from the District Conservation officer and four interviews were conducted by the OBU team during the 2011 site visit. These included a former town councillor, the Secretary of the Historical Society, a local business person and a newspaper reporter. The Conservation Officer had come to the position after the end of the THI scheme but felt that it had been a catalyst for further regeneration. At the same time, there was recognition that falling real estate values and the 'lack of confidence on the high street and demise of independent retailers' were on-going problems. The same concerns were echoed by the former councillor and the business person who was moving his office out of the town centre. Other issues that were

mentioned were in-migration, rising crime and the loss of local jobs. Not surprisingly, the historical society person felt that too many historic buildings were being lost and too many edge-of-town retail operations approved. What was surprising was that this person had not ever heard of the THI or of HLF investment in Bodmin. The newspaper reporter described Bodmin as a 'peculiar' place.

## **Secondary data**

Not all of the secondary data items that were collected during the Baseline study in 2000 have been available over the eleven year period of the study. Of the 12 statistical measures contained in the 2005 report, it is now possible to access only six. However, there were a sufficiently large number of data sources included in the original research plan that even with a reduced number there remains sufficient material to make informed comparisons in conditions at different time periods.

### **3.3.4 Additional impacts of the Bodmin THI**

Additional impacts of the THI are captured using the balanced scorecard, described in section 2 of this report. This allows changes brought about by the investment to be tracked over time against the four main themes of the project. The scorecard for each of the three points in the research are set out below, followed by a brief commentary of what these reveal about the additional impacts of the scheme on Bodmin.

What is clear from the balanced scorecard is that many measures improved considerably in the years during and after the infusion of THI funds. Townscape appearance improved almost 9% and economic regeneration by over 6%. However, between 2005 and 2011 all measures either stalled or went down with image and confidence slipping nearly 9%. Bodmin finished the evaluation period with slight improvements over the Baseline measures but was unable to sustain its early gains.



The Balanced Scorecard for Bodmin - 2011			
Indicato	Possible-	Adj. Site	%
<b>Indicators of Quality of Life</b>			60.
Employment and	2	11.3	56.8
Education and Personal	2	14.0	70.4
Sense of Community and Social	2	11.6	58.2
Security, Crime and	2	10.9	54.7
<b>Indicators of Townscape</b>			67.
Townscape	2	14.0	70.0
Public Space	2	13.2	66.1
Private Space and Façade	2	12.8	64.0
Heritage	2	14.1	70.6
<b>Indicators of Economic</b>			60.
Land Use	2	11.8	59.0
Retail Usage and	2	10.0	50.3
Capital Values and	2	13.0	65.4
Pedestrian Usage and Traffic	2	13.7	68.9
<b>Indicators of Image and Confidence</b>			56.
Media Coverage and	2	10.1	50.9
Attitudes of Citizens and Community	2	10.9	54.5
Visitation and	2	15.0	75.0
Business Vitality and	2	9.3	46.7
<b>Total</b>	<b>32</b>	<b>196.3</b>	<b>61.</b>

### The Balanced Scorecard for Bodmin – 2005

Indicator	Possible-Maximum	Adjusted Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	11.98	59.9
Education And Personal Aspirations	20	13.41	67.07
Sense of Community and Social Inclusion	20	11.19	55.93
Security, Crime and Order	20	9.85	49.25
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	14.6	73
Public Space Management	20	14.53	72.65
Private Space and Façade Management	20	14	70
Heritage Interpretation	20	14.63	73.15
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	12.4	62
Retail Usage and Demand	20	10.66	53.3
Capital Values and yields	20	14.64	73.2
Pedestrian Usage and Traffic Flow	20	15.0	74.8
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	13.06	65.3
Attitudes of Citizens and Community Leaders	20	11.77	58.85
Visitation and Sustainability	20	12.95	64.73
Business Vitality and Investment	20	14.53	72.65
<b>Total</b>	<b>320</b>	<b>209.2</b>	<b>65.4</b>

### The Balanced Scorecard of Bodmin 2000

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	11.4	57
Education And Personal Aspirations	20	12.1	60.5
Sense of Community and Social Inclusion	20	11.3	56.5
Security, Crime and Order	20	10	50
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	12.9	64.5
Public Space Management	20	12.6	63
Private Space and Façade Management	20	12.3	61.5
Heritage Interpretation	20	13.1	65.5
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	10	50
Retail Usage and Demand	20	10.2	51
Capital Values and yields	20	13.6	68
Pedestrian Usage and Traffic Flow	20	13.9	69.3
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	13.7	68.5
Attitudes of Citizens and Community Leaders	20	11.6	58
Visitation and Sustainability	20	11.8	59
Business Vitality and Investment	20	13.6	68
<b>Total</b>	<b>320</b>	<b>194.1</b>	<b>60.6</b>

## Quality of life enhancement

Scorecard	2000 - 2005 Up 2.2%	2005 - 2011 Up 1.8%	2000 - 2011 Up 4%
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In the eleven years since the beginning of the THI scheme, the balanced scorecard calculation for Bodmin has risen by 4% with the greater rise occurring during the first five years. The increase is mainly due to the fact that Bodmin is now perceived to be a safer place to live. That could result partly from the upgrading of many buildings on the high street and the improvements made to Mount Folly Square and the Shire Hall in particular. The improving town centre is also witnessing a steady shift from a retail function to entertainment. More people find it a good place to socialise than eleven years ago. Pulling back the scores for quality of life are the factors of income, employment and future prospects. The employment level appears to have risen but most of the new jobs are part time. Overall, incomes have fallen and people are not optimistic about their prospects. The most significant change, however, is the doubling every five years of the numbers of retirees in Bodmin. Many of these may be long-term residents but some are incomers who have bid up the house prices and arrive with capital and buying power.

## Townscape improvements

Scorecard	2000 - 2005 Up 8.57%	2005 - 2011 Down 4.5%	2000 - 2011 Up 4.07%
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The appearance of Bodmin's townscape improved markedly between 2000 and 2005 and that can be attributed directly to THI sponsored work. Unfortunately, the trend was not sustained. In terms of the balanced scorecard calculations, half of the gains slipped away between 2005 and 2011. Some of the loss was due to new signage that was out of keeping with the heritage theme and some was attributable to below standard maintenance. At the same time a couple of examples of new building show the influence of THI engendered design standards. People's knowledge of their history remains high, local place reference is good and concern expressed by people about future cleanliness indicates a strong sense of care for the appearance of the town.

## Economic regeneration

Scorecard	2000 - 2005 Up 6.25%	2005 - 2011 Down 4.43%	2000 - 2011 Up 1.32%
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The measures used to inform the indicator of economic regeneration show that over the eleven year period from 2000 to 2011 a very modest rise was recorded in Bodmin. However, the encouraging gain of 6% experienced between 2000 and 2005 was not maintained over the last six years. When the THI work was obviously in progress it had a positive influence but once finished the mood of optimism seems not to have been sustainable. Only a third of questionnaire respondents reported spending more than £1,000 on property maintenance, a drop of 15%. In 2011, there was still a high vacancy rate. Some formerly empty premises such as the old Methodist Church, which had become a popular restaurant, were now occupied whilst other properties had fallen into disuse. As a place to do business Bodmin's rating was down and 50%

said it had problems as a place to shop. Some long-standing businesses were leaving. The bright spot in this was that houses, whilst still below the regional average in price, were increasing in value faster than those in surrounding areas.

### **Image and confidence building**

Scorecard	2000 - 2005 Up 2%	2005 - 2011 Down 8.58%	2000 - 2011 Down 6.58%
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The HLF goal of improving community image and confidence building through conservation-led regeneration in Bodmin was the most discouraging. A bit of ground on this front was gained during the first five years of the THI but since 2005, the numbers have plunged. There remains a strong but consistent minority who feel good about the town and they know about the contribution of the HLF but even they express concerns for the future. In 2000, over 70% of people thought Bodmin would improve but that number had dropped to 26% by 2011. Those feeling that the local council cared about the town and had invested in it have gone from 56% in 2000 to 17% in 2011.

### **3.3.5 Summary evaluation of the Bodmin THI**

After 11 years it can be said that the THI scheme in Bodmin has been modestly successful in two of its goals, quality of life and townscape improvement, neutral in the matter of economic regeneration and unsuccessful in the case of community image and confidence building. The reasons for what success has been achieved here include the fact that the building stock was of good quality, and could be repaired; and that the goal of the local THI was to concentrate on the high priority heritage buildings. Challenges to this success might be explained by ongoing lack of demand for commercial and retail property, and the broader regional decline in employment with consequent loss of jobs in the town.

### 3.4 CRESWELL THI



Restored shop fronts on Elmton Road, Creswell



View of properties in Model Village showing quality of conservation work involving reinstatement of original detailing and joinery patterns

### 3.4.1 Background to the Creswell THI

The development of the coal industry in north east Derbyshire in the late 19<sup>th</sup> century saw the construction of the Model Village between 1894 and 1900 to house colliery workers and led to expansion of the village up to approximately 4,000 people. This is the centrepiece of the Creswell conservation area and THI project. It was a pioneering example of high quality housing for miners. Constructed on a site of about 10 acres, the Model Village consisted of a large central green surrounded by 276 two-storied cottages built in the form of a double octagon, of an inner and outer 'circle' of houses separated by a road. The cottages of the inner octagon were designed to face onto the Green, and those of the outer octagon face outwards, the rear of both 'circles' backing onto the road. In addition, Creswell Model Village included semi-detached villas for colliery officials and white-collar workers, a school, institute, co-operative store, Methodist and Anglican churches and an orphanage. There were originally no public houses in the village. By the turn of the 20<sup>th</sup> century, a purpose-built Church of England Infants' School and a secondary school had been constructed on adjacent sites at the eastern end of Elmton Road. These, together with the Model Village, houses, shops and public buildings eastwards along Elmton Road made up the core of the mining settlement. Subsequently, speculative private housing was developed north and southeast of Elmton Road. The Model Village is the original centrepiece of the village and the single most important feature from the viewpoint of social and economic history, town planning and architecture.

Today the village core of Creswell retains much of its original character, and illustrates probably better than any other mining village in the area, the transformation of the Derbyshire landscape that took place as coal mining villages sprung up in the countryside alongside railway lines. Much of the late 19<sup>th</sup> and early 20<sup>th</sup> century core was designated a conservation area in 1991.

During the century, Creswell Model Village and Green underwent considerable change. Major modifications were carried out to the Green as part of a scheme undertaken by the National Coal Board between 1969 and 1973. This scheme seriously compromised the architectural integrity of the complex.

Successive alterations to the physical fabric of properties in the Model Village including loss of original features and detailing, and unsympathetic extensions resulted in the gradual loss of townscape quality over time. In 1988, a private property owning company, Villagate Properties, bought 240 houses from the NCB and a further 36 were privately purchased, either for owner occupation, or renting out.

Following the closure of the colliery in 1991, Creswell experienced serious economic hardship and decline, reflected in neglect of the housing stock, retail closures and negative environmental and social impacts. The Model Village suffered particular physical decline. Declining occupancy levels meant that properties continued to deteriorate, and many of the properties became uninhabitable and were boarded up. The character of the Model Village as a

unified group began to be undermined. It was this decline that triggered the proposal for regeneration funded under the THI programme.

Triggered by the demise of the coal industry in the area, a number of grant schemes aimed at giving Bolsover and its surrounding villages an economic boost were jointly funded by Bolsover District, the Government's Single Regeneration Budget Challenge Fund, the East Midland Regional Development Agency and the European Union. The District Council was successful in a Single Regeneration Bid (SRB) for the Creswell area.

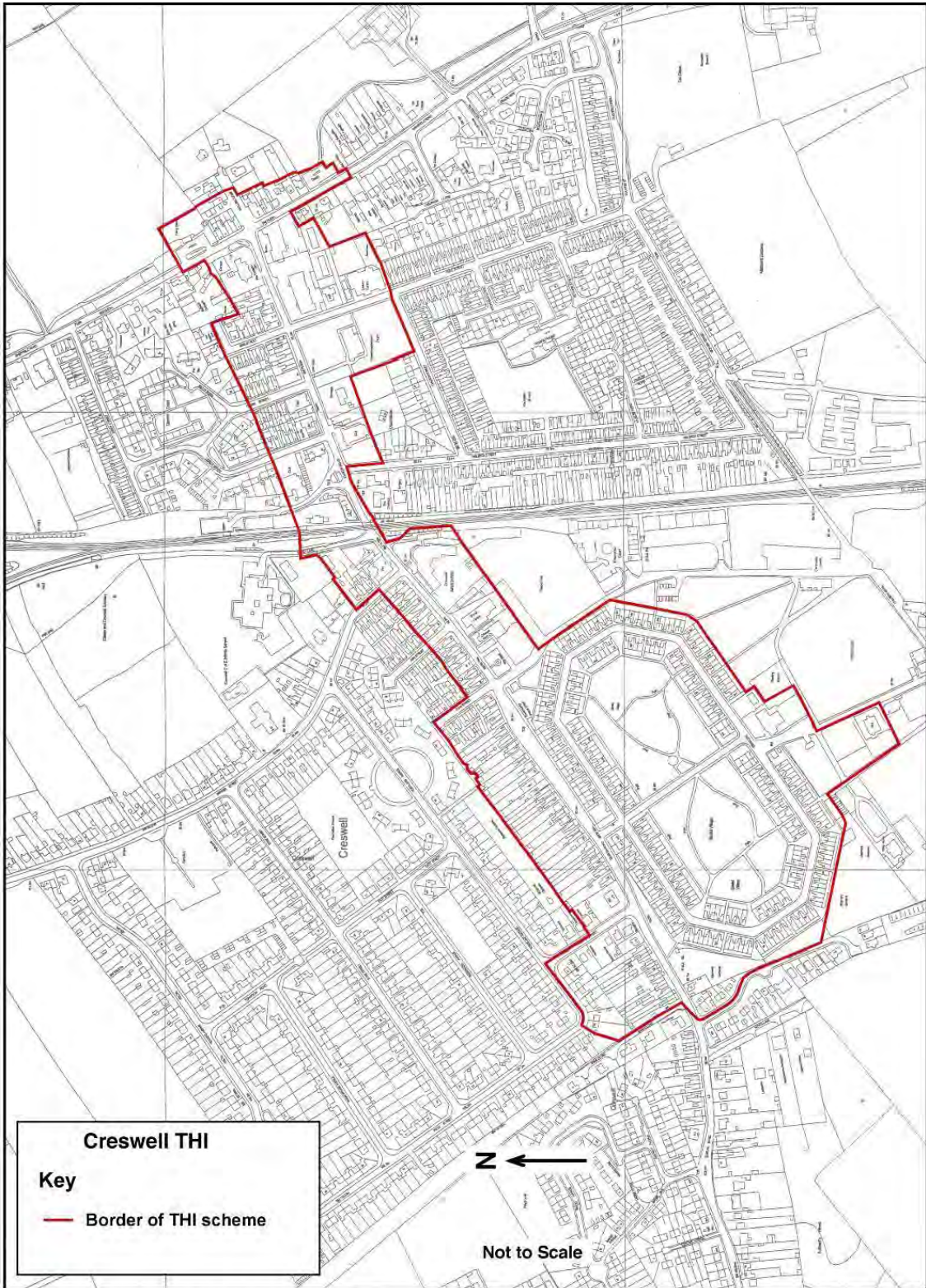
Under SRB 1 a number of environmental improvement schemes to the value of £120,560 were designed and implemented by Groundwork Creswell during 1997/98. These included improvements to the War Memorial, approaches to the railway station, car parking, planting, seating and repainting schemes. The Robin Hood Railway Line Project from Nottingham to Worksop was funded by SRB Challenge Fund, Regional Challenge (ERDF) and Government Capital Challenge. Creswell station was provided as part of this and opened to passenger travel in May 1998. The opening of the rail link in the Coalfield Corridor from isolated communities to wider job opportunities was provided as a catalyst towards economic regeneration. The former colliery site has been redeveloped, creating a mix of premises to support the growth of local businesses and attract new investment. The severely vandalised Miner's Welfare building was repaired in February 1998 with the help of a comprehensive package of funding.

### **Goals of the scheme**

The Creswell THI was conceived as a phased conservation-led regeneration initiative, intended to help revitalise Creswell through substantial investment in its physical fabric. Application was first made to the Heritage Lottery Fund for THI funding in January 1999 for the first of what was planned as 3 phases of investment which would run over 5 years and would lead to the complete refurbishment of all of the Model Village properties and the central green. However, funding difficulties led to the second and third phases being delayed and they were amalgamated into a single larger phase of investment.

The overall aims of the Creswell THI project were:

- to promote and encourage the repair and restoration of historic buildings including the reinstatement of architectural detailing
- to bring vacant floor space back into use
- to secure the restoration of the Model Village Green – a significant area of open public space
- to improve the housing for local people through physical improvements, better maintenance, improved management and greater tenure choice and diversity
- to ensure the involvement of the community as an integral part of the regeneration process; and
- to develop links between Creswell Village and the nearby Creswell Craggs archaeological site.



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THI Boundary (shown in red) in Creswell

### 3.4.2 Funding and outputs in Creswell

Along with HLF, the funding partners for all phases of the scheme were Bolsover District Council, Derbyshire County Council and Villagate Properties (the main landlord of the Model Village.) Additional Rural Development Commission (now part of the Countryside Agency) and European funding was also provided for Phase 1. A major new funding partner was secured for the later phase of investment; Meden Valley Making Places Ltd, which is a not for profit public sector company jointly owned by English partnerships, East Midlands Development Agency, Bolsover and Mansfield District Councils.

In addition to the funding partners the Creswell THI involved a range of other partners, including local community organisations. Specialist staff at Bolsover District Council managed both phases of the THI project.

A partnership committee was set up to oversee the THI comprising:

- Bolsover DC (Members & Officers);
- Derbyshire County Council (Members & Officers);
- Creswell Heritage Trust;
- Elmton and Creswell Parish Council;
- Villagate Properties (private landowner);
- Creswell Regeneration Trust;
- Representatives of the Creswell Model Village Residents Association;
- Groundwork Creswell;
- Meden Valley Making Places
- Elmton and Creswell Local History Group
- Derbyshire Historic Buildings Trust
- Creswell Village Company

In Phase 1 of the THI programme a budget of £2.5m was set aside for the repair and restoration of 90 empty properties in the Model Village, at an average cost of refurbishment per dwelling of £25,000. In addition, further properties in the wider Creswell village conservation area were identified as eligible for grants. Grants to private owner-occupiers were to be awarded through the district council's discretionary housing improvement grant scheme. The total floor area of the improved properties in the first phase of the THI was to be 143.4 sq. m or 10,540 m<sup>2</sup> of vacant floor space brought back into use and 3,800 sq. m of new floor space created (through conversions).

Three 'Critical Projects' were identified for the THI: The Model Village, The Green and the redundant and derelict Grade II listed former Church of England infants and secondary schools in Elmton Road. By June 2010, all of the critical projects had been delivered. In addition, several other projects (including four of the six 'Model Village Villas' had been restored, and a row of shops across from the schools on Elmton Road.



Projects completed under the Creswell THI were:

- The Grade II listed former C of E Infants School
- The Grade II listed former C of E Secondary School
- All 285 Model Village worker cottages
- 4 of the 6 Model Village Villa properties
- The former Model Village Co-operative store
- The Portland Building on Elmton Road
- 18 Elmton Road

In addition, public realm works to the green and other areas around the Model Village were undertaken.

Effectively, 114 void residential properties have been brought back into use; and 21 new apartments created in the old schools buildings. There is no evidence of new jobs being created; however, six commercial properties which received grants for shop front repairs are still operating; and the additional housing, combined with the re-occupancy of a large number of formerly void properties is likely to mean that retail and businesses in the village are now more viable.

The community has had direct involvement in various aspects of the THI project either through the Creswell THI Partnership Committee, or through direct training initiatives. According to the local authority, 'a number of local community groups have been brought into the Creswell partnership that has overseen the establishment and operation of the scheme', in addition to those involved in the formal Partnership.

<b>Phase 1 Common Fund</b>	<b>Amounts</b>
HLF	1,400,000
Bolsover DC	265,000
Derbyshire CC	21,000
SRB	766,000
Villagate Properties	859,000
RDC*	15,000
ERDF	<u>100,000</u>
<b>Total</b>	<b>£3,426,000</b>

[\*RDC = Rural Development Commission, now part of the Countryside Agency]

<b>Phase 2/ 3 Common Fund</b>	<b>Amounts</b>
HLF	3,212,066
Bolsover DC	374,709
Derbyshire CC	21,000
Villagate Properties	3,606,935
Meden Valley Making Places	2,699,720
Neighbourhood Renewal Fund	7,000
Derbyshire Environmental Trust	<u>9,000</u>
<b>Total</b>	<b>£9,930,430</b>

We do not have a breakdown of figures for the final phase of the scheme, but an additional £160,000 of HLF monies were provided to the Creswell THI, as we understand it.

According to Bolsover District Council's final report of September 2010 to the HLF, some £17,250,000 of public and private investment has been made in Creswell through the four phases of the scheme.

**Table of grants through Creswell THI**

<b>CATEGORY OF GRANT</b>	<b>Grant Award</b>	<b>Total Cost</b>	<b>Leverage</b>
<b>Building Repairs &amp; Reinstatement of Architectural Details</b>			
90 Model Village properties (Phase 1)	£1,675,000	£2,475,000	1 : 1.5
185 Model Village properties (Phase 2/3)	£3,323,681	£8,855,818	1 : 3
56 Model Village properties (Phase 1 specialist details implemented in Phase 2)	£86,200	£86,200	1 : 1
275 Model Village properties (reinstatement of picket fence front boundary treatment)	£276,972	£276,972	1 : 1
Former Model Village Co-operative Store	£12,951	£18,502	1 : 1.4
Former C of E Infants School	£416,635	£1,635,651	1 : 4
Former C of E Secondary School	£415,648	£1,875,851	1 : 4.5
<b>Public Realm</b>			
Model Village Green restoration	£850,000	£850,000	1 : 1
Model Village Institute	£49,639	£49,639	1 : 1
<b>Administration</b>			
Project Officer	£179,300	£179,300	1 : 1
<b>TOTAL</b>	<b>£7,286,026</b>	<b>£16,302,933</b>	<b>1 : 2</b>

### **3.4.3 Findings by data type for Creswell**

#### **Townscape survey**

Townscape and land use surveys of the Creswell THI area were conducted in January - November of 2011. A total of 63 separate views were photographed and evaluated.

At the time of the inception of the Creswell THI a significant proportion of the properties in Creswell were vacant, particularly within the Octagon/Model Village. The most visually significant of the unoccupied properties were the school buildings on Elmton Road whose vacancy and prominent position did much to drag down the appearance and image of Creswell.

The most obvious and striking observation when comparing the land use surveys of 2000 and 2011 is that the level of vacancy in the Model Village has all but disappeared. By contrast, outside the Model Village, notably in the main shopping street of Elmton Road, the total number of vacancies has remained virtually unchanged from 2000. Vacancy rates slightly worsened in the eastern end of Elmton Road, and significantly, at the time of the survey, although the school buildings have now been restored and at the time of the survey part sold or let.

The enhancement of the physical fabric of much of Creswell is reflected in the townscape scores, with improvement in virtually all categories. The aggregate score increased from 49% in 2000 to 58% in 2007, to 64% in 2011. The most dramatic improvements have been in terms of streetscape and heritage quality. A comparison of the townscape maps shows significant improvements in the Model Village, and, since 2006, in the bottom of Elmton Road with the restoration of the two schools buildings. However, it should be noted that the improvements were, by definition, localised, reflecting, on the one hand, the massively improved appearance of the Model Village, whilst on the other the continued neglect at the eastern end of Elmton Road.

#### **Household questionnaire**

Questionnaires were mailed in 2011 to 500 households and other premises in the THI area and surrounding streets. One hundred thirty-eight completed questionnaires were returned, representing a 36% return rate, more than a third larger response rate in the earlier two surveys, reflecting the increased occupancy in the Model Village, and possibly a change in the demographic in the village.

The responses from residents were considerably more positive and optimistic in 2011 than in 2000. There was a significant overall improvement in terms of people's perceptions of Creswell as a place to live, and marginally as a place to do business and to work. There has been a dramatic improvement in how safe Creswell feels, and reported experience of crime has reduced. People also now feel that local authority cares about Creswell more than they did; and that it is better maintained and cleaner. In comparison with other places, it is also seen more positively than it was. People also have a stronger sense of Creswell's

heritage, and a stronger sense of community.

However, the more general economic and employment context remains bleak – people are less optimistic about their job prospects; household incomes are falling, and unemployment rates appear to have risen since 2006. In addition, there are more retired people living in the village than at the time of the earlier surveys.

## **Interviews**

Telephone interviews have been conducted at various stages during the course of the THI programme with District Council staff responsible for managing the THI in Creswell, including interviews with Fiona Reynolds at the time of the interim review in 2002 and more recently with Chris McKinney in September 2005 and November 2007. In addition, the final summary reports produced by the local authority refer to views of a range of stakeholders of the project, which we have used in this analysis. Taken together, the Creswell THI is regarded as a success – having achieved most of its aims, and having restored the built heritage of the village. In particular, there is now greater optimism, following the renovation and conversion of the two schools buildings that had remained at risk for a number of years. However, there is also recognition of the continued isolation of the community, and its economic marginality. New employment has not been brought into Creswell, although some existing retail businesses may have been saved.

## **Secondary data**

Unfortunately, the data gathering parameters and geographical areas used have changed in some cases since the original Baseline survey in 2000 and 2001. In some cases, it has been possible to reinterpret the earlier data for comparison purposes.

In line with other cases, the statistical data collected show that the recession is having a negative impact on employment in Creswell – although overall unemployment levels have fallen since 1998, they have risen between 2004 and 2010 – and at a much greater rate than in the rest of Bolsover. Likewise, long terms unemployment rates have increased in the village in the six years since 2004. School attainment has shown marginal improvement.

### **3.4.4 Additional impacts of the Creswell THI**

Additional impacts of the THI are captured using the balanced scorecard, described in section 2 of this report. This allows changes brought about by the investment to be tracked over time against the four main themes of the project. The scorecard for each of the three points in the research are set out below, followed by a brief commentary of what these reveal about the additional impacts of the scheme on Creswell.

The balanced scorecard shows that Creswell's situation has improved from

about 52% in 2001, of the maximum possible score to something over 62% in 2006 and 65% in 2011. In particular, there have been significant improvements in the scores for townscape, economic regeneration and image. Quality of life improved to 2006, but has fallen back a little since then.

The Balanced Scorecard for Creswell -2011			
Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			57.6
Employment and Income	20	10.76	53.80
Education And Personal Aspirations	20	12.30	61.50
Sense of Community and Social Inclusion	20	12.36	61.80
Security, Crime and Order	20	10.65	53.25
<b>Indicators of Townscape Improvements</b>			67.9
Townscape Quality	20	12.60	63.00
Public Space Management	20	12.73	63.65
Private Space and Façade Management	20	13.20	66.00
Heritage Interpretation	20	15.81	79.05
<b>Indicators of Economic Regeneration</b>			68.7
Land Use Changes	20	14.20	71.00
Retail Usage and Demand	20	10.98	54.90
Capital Values and yields	20	15.53	77.67
Pedestrian Usage and Traffic Flow	20	14.27	71.33
<b>Indicators of Image and Confidence Building</b>			63.7
Media Coverage and Perceptions	20	13.05	65.25
Attitudes of Citizens and Community Leaders	20	12.64	63.20
Visitation and Sustainability	20	11.80	59.00
Business Vitality and Investment	20	13.44	67.20
<b>Total</b>	<b>320</b>	<b>206.32</b>	<b>64.5</b>

The Balanced Scorecard of Creswell 2006

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20.00	11.46	57.30
Education And Personal Aspirations	20.00	12.50	62.50
Sense of Community and Social Inclusion	20.00	12.72	63.60
Security, Crime and Order	20.00	10.75	53.75
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20.00	11.80	59.00
Public Space Management	20.00	12.49	62.45
Private Space and Façade Management	20.00	11.90	59.50
Heritage Interpretation	20.00	14.41	72.05
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20.00	13.40	67.00
Retail Usage and Demand	20.00	8.56	42.80
Capital Values and yields	20.00	15.40	77.00
Pedestrian Usage and Traffic Flow	20.00	14.44	72.20
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20.00	14.09	70.45
Attitudes of Citizens and Community Leaders	20.00	12.45	62.25
Visitation and Sustainability	20.00	10.03	50.15
Business Vitality and Investment	20.00	13.81	69.05
<b>Total</b>	<b>320.00</b>	<b>200.21</b>	<b>62.6</b>

## Balanced Scorecard for 2001

Indicator	Possible-Maximu	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	10.91	54.55
Education And Personal Aspirations	20	11.64	58.2
Sense of Community and Social Inclusion	20	11.4	57
Security, Crime and Order	20	8.32	41.6
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	10.7	53.5
Public Space Management	20	10.51	52.55
Private Space and Facade Management	20	9.4	47
Heritage Interpretation	20	10.47	52.35
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	5.6	28
Retail Usage and Demand	20	8.28	41.4
Capital Values and yields	20	14.44	72.2
Pedestrian Usage and Traffic Flow	20	13.32	66.6
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	10.87	54.35
Attitudes of Citizens and Community Leaders	20	9.92	49.6
Visitation and Sustainability	20	9.44	47.2
Business Vitality and Investment	20	11.65	58.25
<b>Total</b>	<b>320</b>	<b>166.87</b>	<b>52.1</b>

## Quality of life enhancement

Scorecard	2001 - 2006 Up 8%	2006 – 2011 Down 2%	2001 - 2011 Up 6%
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Since the Baseline Report for the Creswell THI was completed in 2001, there have been positive signs with regard to improvements in quality of life, measured against a number of indicators. There are improving trends in terms of crime, particularly in relation to more serious crimes. One place where indicators show a clear improvement is in the achievement of students in the local school. The employment picture is complex, however, and unemployment rates have risen since 2006.

People in Creswell are considerably more optimistic about future prospects for improvement than at the time of the Baseline survey in 2000, when only about a third of people thought things would improve. In 2011, this proportion has increased to over 40% – although in the 2006 survey it was well over 60%. This is a common trend in the other THI cases, in which the immediate impacts of the regeneration investment tend to wear off over time. Whilst there are still problems identified in the area fewer people now think these are as serious as they did ten years before.

The stakeholder view is that whilst Creswell continues to have some problems, the situation is improving.

## Townscape improvements

Scorecard	2001 - 2006 Up 12%	2006 - 2011 Up 5%	2001 - 2011 Up 17%
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The townscape and land use survey undertaken in early 2006 indicated a significant improvement in the appearance of Creswell as a whole, and this has continued. The most dramatic improvements are to be seen in the area of the Model Village, where at the time of the survey, major progress had been made with the successful completion of the THI objectives.

Elsewhere in the village, the major challenges have been addressed. Some

improvements are visible to properties in the main shopping and commercial area of Elmtown Road, although there remain a number of vacant properties in prominent positions.

Crucially, the two schools at the eastern end of Elmtown Road, have been saved, and there has been a consequent dramatic improvement to the townscape quality of this part of Creswell.

### **Economic regeneration**

Scorecard	2001 - 2006 Up 13%	2006 – 2011 Down 4%	2000 - 2011 Up 17%
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There have been some improvements in the economic indicators in the Creswell THI area. In terms of land use there is now substantially less dereliction and vacancy of residential property than at the time of the Baseline survey. This is a direct result of the THI investment.

Overall, there is a greater proportion of owner occupation of residential property in Creswell as a whole than was previously the case, with a substantial proportion of formerly rented property in the Model Village now in private ownership as a direct result of the THI. Values of residential properties in Creswell have also increased steeply since the inception of the THI in 2000, but probably no more so than elsewhere locally or in England as a whole recently.

There is, as yet, no outwardly visible sign that the improvements in residential property have led to more widespread economic improvements, in terms of take up of vacant retail or commercial property or new development in the THI area. Retail still remains low-key, with continued vacancy of units on Elmtown Road. There has been no significant change in perception of local residents, the majority of whom do not rate Creswell highly for shopping, and believe that it has problems or could be improved in this regard.

Observation by the research team has not detected any noticeable changes in traffic flow of pedestrian activity within the THI area during the study period.

Taking all the above factors into consideration the conclusion is that, despite the positive signs in respect of the condition, ownership and values of residential property, there is, as yet, little visible sign of a more general upturn in economic fortunes in Creswell, although in time the increase in population may have at least contributed to the sustainability of non-residential uses in the village.

### **Image and confidence building**

Scorecard	2001 - 2006 Up 11%	2006 - 2001 Up 3%	2000 - 2011 Up 14%
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Arguably, one of the most significant effects that the THI has had in Creswell has been its positive impact on the attitudes and aspirations of local people. The questionnaire responses and interviews have revealed that there is a distinctly improved and more optimistic attitude on the part of residents about the future of the village. A far greater proportion of residents now believe that the Council cares about Creswell, and that it has invested in the place. The

village is seen as safer than previously, and as having a greater sense of community.

### **3.4.5 Summary evaluation of the Creswell THI**

In terms of the four key result categories set out as goals for THI schemes: quality of life enhancement, townscape improvement, economic regeneration and confidence building, Creswell has in general terms been a success story. All of the specific objectives established for the Creswell THI at the outset have been fulfilled, specifically in securing the renovation of the many derelict residential properties in the Model Village and in doing so improving housing stock for local people and reinstating architectural detail. Additionally the restoration of the village green has been secured, and people in the local community have been engaged in the regeneration process. This direct investment into physical fabric of Creswell as a result of the THI has, in turn, contributed significantly to increased confidence in the attitudes and aspirations and optimism of local people.

The economic downturn has not affected Creswell to the same degree as other communities in this study, although it is not bucking the trend, exactly.

Paradoxically, the Model Village has been brought up to date through the restoration of its heritage identity, and is now far more fit for purpose going forwards, than it was in 2000, when there was no demand for its housing, and where properties had to be advertised in the local prison so difficult had it become to find tenants. This no longer appears to be the case, and as a consequence the downward social and economic trend on which the village had been set with the closure of the local pit, has been reversed, in our estimation, and as a direct consequence of the THI.

With respect to the impact of the THI project directly, this has to be regarded as very significant – in the absence of other investment not linked directly or indirectly to it. It has made a difference to a large number of properties, bringing them back into use, and/or saving them from complete dereliction. The local community has been particularly engaged in the programme, and their understanding of the value of the local heritage has improved.



### 3.5 COLWYN BAY THI



Penrhyn Road with a couple of the trademark Colwyn Bay canopies visible is a quintessential town street

### 3.5.1 Background to the Colwyn Bay THI

Colwyn Bay is in Wales but its fortunes have always been tied to Liverpool. The rail visitor of the late 19<sup>th</sup> or early 20<sup>th</sup> century found an historic town with hotels, services, shops and attractions such as parks to support the annual holiday period at the seaside. Colwyn Bay became a separate parish in 1844 after the construction of the Chester and Holyhead Railway. By 1875 the area around the station was under rapid development and by the time of the Great War much of what is now included in the conservation area had been built. The topography and street layout give interesting views, which make a significant contribution to the feel of the centre and its perception. There are one or two key open spaces, most notably the gardens in front of St Paul's Church and Vicarage. Currently the town falls within the authority of the Conwy County Borough Council.

Recently there have been important changes in Colwyn Bay, most dramatic the construction of the A55 expressway to the north of the town centre, and the development of the Bay View Shopping Centre in the 1980s. From the late 1960s there was a gradual deterioration in the quality and appearance of the built fabric and in the life of the town. Whilst the quality of many buildings is high, by the late 1990s the glazed canopies and design quality of shops and services were mere remnants of what they had once been. There was extensive upper-storey vacancy, poor shop-fitting and out-of-character advertising. Some efforts at revitalisation had been made such as the pedestrianisation of the Station Road to form a key urban open space in the area that is used for a market twice weekly. A conservation area consisting of 30 Grade II buildings and St Paul's Church (Grade II\*) was designated in 1988.

In spite of these efforts, by 1998 Colwyn Bay was no longer a traditional resort, nor was it a retail centre. It gave the impression, according to the THI application, of a town falling behind its local competitors – notably Llandudno and Conwy.

The Colwyn Bay Regeneration Partnership was formed some time before the original THI application with the intent of developing 'a wide range of regeneration initiatives'. There had been a number of grant schemes in support of area redevelopment prior to 1998. These included Commercial Renewal Area Grants, Town Improvement Grants from the Welsh Development Agency and Bilingual Sign Grants from the Welsh Tourist Board.

The Welsh Development Agency also funded a Townscape Improvement Grant scheme (TIG) at the same time as the THI. The TIG funds were counted as part of the THI Common Fund, but the grants were administered separately.

There was some controversy concerning the Housing Renewal and Group Renewal scheme administered by the Conwy County Borough Council since it was charged that they funded work, which conflicted with the conservation aims of the THI. This involved replacing original features such as sash windows, decorative bargeboards and finials with modern UPVc reproductions and removing terracotta roofing embellishments and chimneys. Such controversy can be detrimental to the overall success for conservation-led regeneration.

Whilst Colwyn Bay's THI did not begin as part of a larger regeneration plan for the North Wales region, it was the first in a cluster of towns that received THI funding. In 2005, local officials said that a great deal had been learned from the experience of working in Colwyn Bay. This may have benefited later and more obviously successful schemes in Llandudno and elsewhere. The notion was that the value of a pioneering project may lie not just in its own specific vicinity but in its contribution to the larger undertaking. It does raise the question of training for the officials who will be responsible for THI type projects. Should future project managers have hands-on experience working in existing schemes?

### **Goals of the scheme**

The Colwyn Bay THI parameters were quite tightly defined. The THI area was restricted to the town centre and the goal of the scheme was to stimulate business and bring vacant shops and floor space back into commercial and residential use. In February 1999, in advance of the THI, Conwy County Borough Council extended the town centre conservation area to cover the full extent of the area covered by the funding bid. There were 210 buildings in the defined THI area, most of which are three storeys in height. The THI application reported that approximately a third exhibited some type of vacancy in the upper floor and more were said to be under used.

There were three main aims of the THI in Colwyn Bay:

- Structural and external repairs to appropriate buildings, with particular attention to windows, roofs and brickwork.
- Reinstatement and restoration of architectural features to buildings, including restoration of traditional elevation features, detailing and materials; and reinstatement and restoration, where possible, of canopy features where they were an integral part of the building's original design. It was thought that as many as 20 of an estimated 50 lost canopies could be reinstated.
- Bringing back into full use the vacant and underused upper floor area.

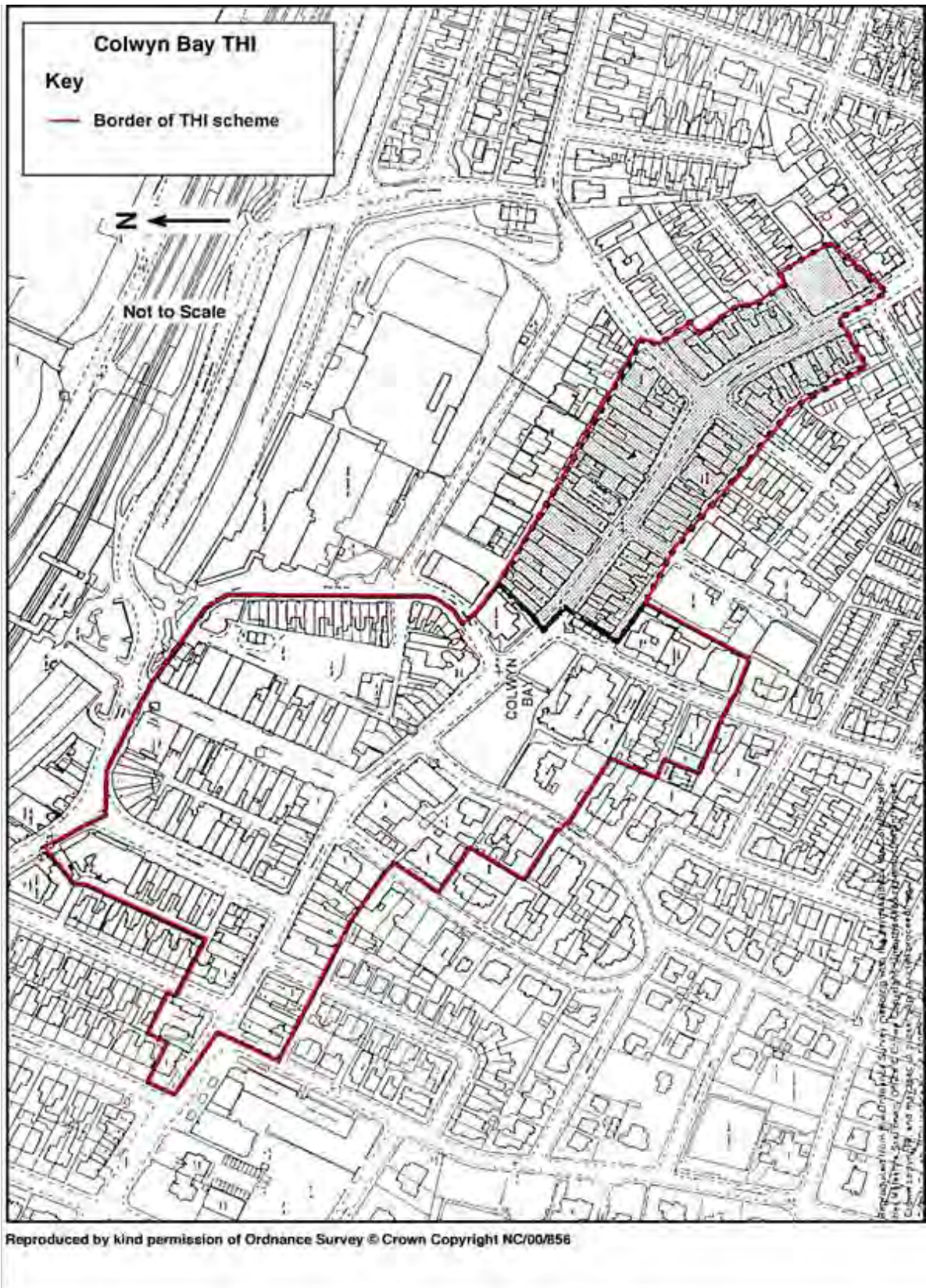
The THI did not include any public realm works or infilling.

It was anticipated that attention would be concentrated on the following four categories of building:

- Those in prominent locations
- Those in greatest need of refurbishment
- Listed buildings
- Those where there was a terrace of similar style properties

There was no clear indication at the beginning about which buildings and spaces were to be targeted but the application indicated that it was hoped that 12 buildings would be improved in the first year, and at least one grouped canopy scheme undertaken. It was also hoped that four properties with vacant upper floors would be targeted in the first year of the project.

Grant levels were staggered according to the total cost of the project and were also set to favour works to the front of properties and applications by local owners and businesses.



THI Boundary (shown in red) in Colwyn Bay

### 3.5.2 Funding and outputs in Colwyn Bay

The original application for THI funding was made in 1998, and second stage applied for in early 1999. The work was approved by the HLF in September 1999, got underway in November 1999 and was one of the earliest initiatives. The modest Common Fund was contributed to by a number of agencies:

HLF	£690,000
Conwy County Borough Council	£250,000
Capital Challenge	£235,000
Cadw	£90,000
Welsh Development Agency	
Town Improvement Grant (TIG)	£243,000
Project officer commitment	<u>£46,850</u>
<b>Total</b>	<b>£1,554,850<sup>9</sup></b>

HLF's final grant payment for the scheme was made in February 2006 and the THI officially completed on 5 June 2006, having achieved full payment of the Common Fund within five years of the start date. The tables on the following pages show quantified outputs are based on the minimum indicated in the documentation that was supplied to the OBU team in 2005. The claim at the time was that nine vacant buildings and 350,000 m<sup>2</sup> of floor space was brought back into use, creating at a minimum 15 new full-time jobs and 17 part-time. Due to limitations with the records it was not clear then and even more difficult in 2011 to get a precise picture of the work carried out and the outputs achieved. It is not clear, for example, how many flats were re-occupied as a result of the scheme and what proportion of funds were invested in internal works rather than external refurbishment. The claim that 350,000 m<sup>2</sup> of floor space was brought back into use also seems extravagant.

The heaviest investment was in already occupied buildings, with nearly 30 operational shops and other business premises benefiting from grants before the end of the scheme in 2006. As well as general external refurbishment projects, at least 19 shops had new traditional style shop fronts fitted and seven buildings had glass canopies over the pavements re-installed, including the town's theatre.

Around 85% of the THI funds were invested in commercial premises and the flats above them. The remaining proportion was used on works to the Magistrates' Court and St Paul's Church, both Grade II listed buildings. On Abergele Road, one occupied residential property and one vacant three storey residential block were converted to become a children's nursery school. This was the only project in the scheme that involved a change of use.

The THI was very much focussed on supporting shop owners to improve their properties and did not involve major repair and refurbishment projects on a scale seen in some schemes. The average grant to individual projects was

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<sup>9</sup> This amount differs by about £100,000 with the total indicated in the following table which aggregates all of the individual THI projects.

below £40,000 and only three exceeded £100,000. For the most part the work and results were on a modest scale.

Corner properties were seen as key from the beginning of the scheme with six prominent corner sites being identified as particularly important to the success of the THI. For example, the project monitor considered a vacant three-storey building at 75 Abergele Road to be one of the most crucial elements, and went as far as to say that if work was not undertaken the THI might not achieve its aims. The building occupied a site that was somewhat of an entrance to the town centre and was formerly a pawnbroker's shop, which was boarded up at the start of the THI scheme. Despite being a priority project, ownership and TIG funding difficulties meant this was the last to be completed. It was also one of the largest projects, with the refurbishment and installation of new traditional shop fronts and canopy requiring over £100,000 of grant funding.

Another important corner site was Briggs' Corner, or the Doughty Buildings. A highly ornate Victorian canopy had once covered the pavement all around this corner of buildings, but it was later replaced in a modern style. The reintroduction of a replica of the original canopy, complete with stained glass and wrought iron detailing, made a striking change to the buildings. At the same time, the shop fronts were replaced in a traditional style and historic detailing including entrance mosaics was reinstated.

The final outcomes of the THI, particularly work on the key projects, were significantly better than might have been predicted part way through the scheme. In 2001, the first of the new Victorian style canopies had been installed over the pavement at several shops. Steptoes at No. 59 Abergele Road and Sheldon's at No. 8 Penrhyn Road both attracted positive press attention. These early successes were followed by several years of limited activity. Slow progress was partly due to THI staff changes at Conwy County Borough Council and a temporary moratorium on TIG Welsh Development Agency funding. More significant though, was the difficulty of getting owners' support given the limitations of the town centre's economy and the problem of absentee landlords. By 2003, the project monitor's reports were suggesting that the scheme could end up completing with a significant under-spend and as result, HLF extended the period for grant commitments by an extra six months.

Whilst the outputs were not quite on the scale hoped for in the original application, it was claimed that in the end the Common Fund was dispersed although the aggregate of the individual projects show a shortfall. In 2006, the project monitor concluded in his final report 'the Colwyn Bay THI has achieved what could be expected within the scale of funding, the size of the Conservation Area being included, and the ownership difficulties'.

### Summary of final outputs, March 2005

(Based on available records. Includes Townscape Improvement Grant funded work.)

Location	Description of property / condition before THI	THI grant paid	Use before THI	Use after THI (July 2006)	Employment site after THI
47 Abergele Road	External refurbishment.	£1,300	Offices	Offices	
75 Abergele Road	Corner property 3 storey, retail on ground floor. Shop fronts replaced, glass canopy fitted.	£105,000	Vacant	Retail and Hairdressers	2 full-time, 2 part-time
6 Penrhyn Road (Brigg's Corner)	New shop front and external refurbishment including renewed entrance mosaic & canopy.	£42,000	Retail	Retail	
20 Conwy Road (Brigg's Corner)	New shop front and external refurbishment, including renewed entrance mosaic & canopy.	£110,000	Retail	Retail	1 full-time
18 Conwy Road (Brigg's Corner)	New shop front and external refurbishment including renewed entrance mosaic & canopy.	£30,000	Retail	Retail	
2,4 Sea View Road	New shop front and external refurbishment.	£30,000	Retail	Retail	3 full 13 part time
4,6,8 Greenfield Road	2 storeys with 3 vacant retail units on ground floor. New shop fronts and external refurbishment.	£18,000	Vacant	Retail and 1 vacant unit.	1 full time
Henri's Tearoom - Ivy Street	Replacement awning.	£1000	Café	Café	
9-11 Abergele Rd	New shop front and external refurbishment.	£42,000	Retail	Retail	3 full-time
13a Abergele Road	Flats above shop – vacant space work.	£47,000	Vacant	Residential	
13 Abergele Road	New shop front.	£31,500	Vacant	Café	1 full 2 part-time
17 Abergele Road	External refurbishment.	£20,000	Take away	Take away	
19 Abergele Road	New shop front.	£29,000	Retail	Retail	
23 Abergele Road	New shop front.	£12,000	Vacant	Retail	
40 Abergele Road	External refurbishment (corner site).	£150,000	Vacant	Retail	1 full-time
49 Abergele Road	New canopy.	£30,000	Theatre	Theatre	
59 Abergele Road	Floor renewed, refurbishment and canopy.	£26,000	Retail	Retail	
61 63 Abergele Road	New shop front.	£31,000	Retail	Retail	
87 89 Abergele Road	External refurbishment.	£28,000	Retail	Retail	
91 Abergele Road	External refurbishment.	£23,000	Retail	Retail	
St Paul's Church, Abergele Road	Environmental improvements, including new ramped access.	£32,000	Church	Church	
8 Penrhyn Road	New shop front and external refurbishment, new canopy.	£29,000	Retail	Retail	



Location	Description of property / condition before THI	THI grant paid	Use before THI	Use after THI (July 2006)	Employment site after THI
15 Penrhyn Road	New shop front.	£52,000	Vacant	Retail	1 full-time
22 Penrhyn Road	External refurbishment and upper floors brought back into use.	£54,500	Offices	Offices	
19 Conwy Rd	New shop front and works to flats above.	£76,500	Vacant	Retail and residential	3 full-time
35 Conwy Road	New shop front and external refurbishment.	£10,000	Offices	Offices	
33 Conwy Road	New shop front.	£13,000	Commercial services	Commercial services	
37/39 Conwy Rd	New shop front and external refurbishment, work to roofing, windows, guttering and stone work.	£24,000	Retail	Retail	
10 Sea View Road		£2,000	Retail	Retail	
14 Sea View Road	Empty first floor refitted for office/ kitchen use and other work.	£30,000	Retail	Retail	
16 Sea View Road	New shop front and external refurbishment.	£11,000	Retail	Retail	
32 Sea View Road	External refurbishment.	£14,000	Charity - outreach centre	Charity - outreach centre	
44 Sea View Road	External refurbishment.	£26,000	Community transport	Community transport	
12 Station Road	New shop front and external refurbishment, replacing first floor window with bay window.	£20,000	Retail	Retail	
23 Station Road	External refurbishment. New canopy.	£58,000	Entertainment Arcade	Entertainment Arcade	
38 Station Road	External refurbishment.	£15,000	Retail	Retail	
6/8 Woodland Rd East	3 storeys. Conversion and external refurbishment.	£90,000	Vacant	Day nursery	
10/12 W'dland Rd E	3 storey semi-detached residential. External refurbishment.	£39,000	Residential	Residential	
Town Hall, Rhiw Rd	External refurbishment.	£6,600	Magistrates Court	Magistrates Court	
9 Greenfield Road	Former chapel. Took out modern ground floor shop front and reinstalled traditional arched window. New porch & tile detailing.	£40,000	Retail	Retail	
<b>TOTAL</b>		<b>£1,449,400</b>			

### **3.5.3 Findings by data type for Colwyn Bay**

#### **Townscape survey**

Overall, the measures of townscape improvement show a steady increase in quality with the last five years experiencing a 5 percentage point rise but the improvements are by no means uniform. In fact, for some measures such as cleanliness, sense of threat and public planting there has been a slight decline. Other aspects such as pedestrian friendliness and edge quality have remained the same. The increases in quality, however, are notable in the case of private planting, floorscape, traffic safety, resting places, historic reference and conservation. Colwyn Bay was not as 'run-down' as many other THI eligible towns when the scheme began and so the improvements in the streets are not dramatic but the overall effect of the numerous smaller renovation projects has genuinely lifted the town's appearance.

#### **Household questionnaire**

In 2010, there were 152 respondents to the household questionnaire and only a small number remembered having answered the previous survey. This compares with only 70 respondents in 2005 and 109 in 2001. Many of the attitudes expressed through the questionnaire show little change over the last decade but some stand out as having slipped behind such as business opportunity. More show a positive direction. Improvements have been registered in the matters of shopping, council's efforts and safety, whilst the sense of local improvement has gone up significantly.

#### **Interviews**

It is fortunate that almost double the numbers of people answered the 2010 questionnaire because the OBU team was unable to interview anyone in the town and none of the requests for written responses from officials were answered.

#### **Secondary data**

Measures for more secondary data items were collected during 2010 than for the study in 2005. It was possible to access data on six statistical categories. This shows the advantage of having a sufficiently large number of data sources included in the original research plan that render it possible to make informed comparisons in conditions at different time periods.

### 3.5.4 Additional impacts of the Colwyn Bay THI

Additional impacts of the THI are captured using the balanced scorecard, described in section 2 of this report. This allows changes brought about by the investment to be tracked over time against the four main themes of the project. The scorecard for each of the three points in the research are set out below, followed by a brief commentary of what these reveal about the additional impacts of the scheme on Colwyn Bay. What the balanced scorecard indicates is that a modest overall improvement was experienced in the town between 2000 and 2005 and that improvement has been sustained over the last five years.

The Balanced Scorecard of Colwyn Bay 2010			
Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	12.30	61.50
Education And Personal Aspirations	20	10.98	54.90
Sense of Community and Social Inclusion	20	10.60	53.00
Security, Crime and Order	20	7.04	35.20
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	13.40	67.00
Public Space Management	20	13.73	68.65
Private Space and Façade Management	20	13.80	69.00
Heritage Interpretation	20	14.26	71.30
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	13.00	65.00
Retail Usage and Demand	20	9.74	48.70
Capital Values and yields	20	13.15	65.73
Pedestrian Usage and Traffic Flow	20	13.39	66.93
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	10.86	54.30
Attitudes of Citizens and Community Leaders	20	10.85	54.25
Visitation and Sustainability	20	11.07	55.33
Business Vitality and Investment	20	14.16	70.80
<b>Total</b>	<b>320</b>	<b>192.32</b>	<b>60.1</b>

The Balanced Scorecard for Colwyn Bay 2005			
Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	11.7	58.5
Education And Personal Aspirations	20	13.52	67.6
Sense of Community and Social Inclusion	20	9.78	48.9
Security, Crime and Order	20	10.58	52.9
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	13.1	65.5
Public Space Management	20	12.72	63.6
Private Space and Façade Management	20	12.5	62.5
Heritage Interpretation	20	12.43	62.15
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	12.2	61
Retail Usage and Demand	20	10.48	52.4
Capital Values and yields	20	13.64	68.2
Pedestrian Usage and Traffic Flow	20	14.48	72.4
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	12.15	60.75
Attitudes of Citizens and Community Leaders	20	10.36	51.8
Visitation and Sustainability	20	10.93	54.6667
Business Vitality and Investment	20	14.27	71.35
<b>Total</b>	<b>320</b>	<b>194.84</b>	<b>60.9</b>

The Balanced Scorecard of Colwyn Bay 2001			
Indicator	Possible-Score	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	10.44	52.2
Education And Personal Aspirations	20	11.1	55.5
Sense of Community and Social Inclusion	20	8.06	40.3
Security, Crime and Order	20	8.56	42.8
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	13.1	65.5
Public Space Management	20	11.51	57.55
Private Space and Façade Management	20	12.5	62.5
Heritage Interpretation	20	12.78	63.9
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	12.2	61
Retail Usage and Demand	20	8.92	44.6
Capital Values and yields	20	13.74	68.7
Pedestrian Usage and Traffic Flow	20	14.01	70.07
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	10.03	50.15
Attitudes of Citizens and Community Leaders	20	8.29	41.45
Visitation and Sustainability	20	10	50
Business Vitality and Investment	20	14.03	70.13
<b>Total</b>	<b>320</b>	<b>179.27</b>	<b>56.0</b>

## Quality of life enhancement

Scorecard	2000 - 2005 Up 9.28%	2006 - 2010 Down 5.8%	2000 - 2010 Up 3.45%
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The balanced scorecard numbers indicate that overall quality of life measure improved significantly in the years when the THI was underway before falling during the time of acute economic slow-down after 2005. Still, after the entire ten year period under evaluation those measures registered an encouraging increase. What are the specific reasons for this trend? Incomes held firm even if purchasing power dropped due to inflation. More people are employed, especially full time, but the percentage of unemployment has risen. Colwyn Bay is not a tight community with a strong civic tradition and people are fearful for their safety, particularly at night. The reasons for optimism, however, lie in the strong performance of the local school, the dropping crime rate and sense of hope that many people express. In our view, at least some of the optimism is a result of the physical improvements in the town.

## Townscape improvements

Scorecard	2000 - 2005 Up 1.08	2006 - 2010 Up 5.55	2000 - 2010 Up 6.63
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Whilst some of the other measures showed considerable improvement during the first five year period of this evaluation and then levelled off or even dropped, the townscape improvements were slow to be apparent but gathered momentum in the second five year period between 2005 and 2010. The main reason why there was little obvious or dramatic change but rather a slow steady improvement is that Colwyn Bay always has had a good underlying urban structure and a well-built fabric. For that reason, relatively minor investment in façade improvement has had quite positive results. The best examples are the glass canopies that have reinstated a sense of the special local character. The town remains pedestrian friendly and has suitable vehicle-free zones. Whilst public realm improvements were not included in the THI scheme, with some negative impacts such as the decrease in the quality of public plantings, subsequent streetscape improvements are enhancing the appearance of the town. Along with some better signage and bi-lingual Welsh/English signs, there is a greater sense of place evident in Colwyn

Bay. People’s knowledge of local history has also improved. Are these latter points a result of the heritage-led regeneration? The OBU evaluation team believes they are.

### **Economic regeneration**

Scorecard	2000 - 2005 Up 2.41%	2006 - 2010 Down 1.91%	2000 - 2010 Up 0.5%
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The balanced scorecard figures show a rather flat line in terms of economic regeneration in Colwyn Bay. Overall, commercial vacancy has not been reduced though it has moved around. It appears most of the THI assisted properties are occupied. There is simply not enough business activity to require all the available floor space. Viability for businesses remains a challenge even though the enthusiasm for local shopping has improved since 2000. There is a complex set of circumstances with regard to property in Colwyn Bay that is not easy to sort out. Overall property ownership has increased but business property ownership is down. Property values are lower than the surrounding area.

### **Image and confidence building**

Scorecard	2000 - 2005 Up 6.71 %	2006 - 2010 Down 0.97%	2000 - 2010 Up 5.74%
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The residents of Colwyn Bay who responded to the household questionnaire in 2010 are not overly enthusiastic about the town as a place to live or to visit. However, there were fewer strongly negative expressions than there had been in 2000 when almost two thirds of those answering put the town in the lowest categories. In spite of increased numbers of jobs, the rate of unemployment remains stubbornly high especially in the town centre Glyn Ward. Nevertheless, local people are ready, with some sense of pride, to take visitors to several nearby sites of interest. There is also a growing confidence that the community is safer than other places and people feel their council has been investing in the town. The brightest finding is that people feel that Colwyn Bay is improving and there are three times as many people who endorse that feeling than there was in 2000. The overall score for image and confidence rose almost 6 percentage points between 2000 and 2010. There is little doubt that the townscape improvements sponsored by the THI scheme have been instrumental in fostering that sense of improvement.

### **3.5.5 Summary evaluation of the Colwyn Bay THI**

A modest level investment through a regeneration led THI scheme has benefited a large percentage of the shops in the town centre, improving their appearance and in many cases re-instating the typical glass canopies that protect pedestrians using the pavement. The result after ten years is that the appearance of the townscape is demonstrably better whilst many measures of both quality of life and local image and confidence have increased. There has not been any profound improvement in terms of economic regeneration but neither has the situation deteriorated. Colwyn Bay is a THI success story and an example of how a relatively small investment in regeneration can have

positive impact. The main reasons for success here are the fact that the underlying urban form is sound and the building stock is of good quality, making renovation worthwhile; and that a large proportion of properties, especially business premises, benefited from THI grants meaning that the upgrading was dispersed and not concentrated in specific areas. In addition, relatively low property costs for fairly good quality buildings has been attractive to both new residents and investors and has brought in capital.

### 3.6 ROPE WALKS THI



Former warehouses converted to flats, new buildings designed to be sympathetic

### 3.6.1 Background to the Rope Walks THI

Liverpool's history goes back to the 13<sup>th</sup> century but it was not until trade in sugar, tobacco and cotton with the Americas and the West Indies began in the 17<sup>th</sup> century that the town's real rise to greatness began. With construction of the world's first wet dock in 1715, the city established itself as the primary *entrepôt* for the burgeoning industrial West Midlands. Manufactured goods such as cloth flowed out. By the middle of the 19<sup>th</sup> century, the city was second only to London as the most important port in the British Empire and other raw materials were among the main imports from the New World.

The present THI area lies at the very heart of the city occupying about 2 hectares of the city's Lower Duke Street Conservation Area. The area represents an 18<sup>th</sup> and 19<sup>th</sup> century urban form characterised by straight streets and dense building coverage. The remaining historic buildings including a large number of the Georgian houses, old private three to five-and-a-half storey brick warehouses interspersed with commercial and large residential buildings and some modest terraced workers' houses. The name Rope Walks comes from the fact that rope manufacture was once prominent in the area.

A long decline of the Rope Walks area began in the early 20<sup>th</sup> century as the nature of both manufacturing and commerce changed. With decreasing import of raw materials and declining manufacturing, there was less need for the relatively small warehouses. The decline of the area was accelerated by the bomb damage that occurred during World War II. In the 1960s the area was part of the 'corporate estate', that is, land owned by the city and therefore not maintained as the city's revenue fell. Properties in the area were sold to speculators who hoped to develop them, but hope faded. Lack of investment in the district left many of the buildings unused. During its first survey of the area in 2000, the OBU team found many of the buildings in ruins.

#### Goals of the scheme

The Integrated Action Plan (IAP), on which the Liverpool Rope Walks THI project is based, set out to incorporate a public realm strategy to improve the physical environment of the area. In addition, there was a four year programme of private and public development projects, and a comprehensive package of business training and employment support measures for the local community.

The general objectives of the project were:

- to prepare a plan with broad local support that reflects the aspirations of the community
- to develop projects to bring greater commitment by and to local business
- to expand local cultural and creative opportunities for residents
- to expand retail, cultural and leisure uses
- to develop a strategy to completely transform the area and improve the environment for local people
- to develop fully integrated training and business support programmes



- to ensure local businesses and the community benefit from investment
- to develop an implementation strategy to ensure delivery of the aims of the plan

More specifically twenty-four major building projects were identified along with certain public realm work. Structures specified for repairs, the reinstatement of architectural details, external envelope (roof) and floor repairs are on Argyle, Henry, Duke, York and Lydia Ann Streets.



### 3.6.2 Funding and outputs in the Rope Walks

The researchers found it difficult to understand the information regarding project expenditures that was provided to them by the local THI administration. Whilst the overall amount for the entire public realm, restoration and infill building projects remained consistent at between £15.25m and £15.5m, the portion of that which was to be spent on the restoration of historic buildings as distinct from new built infill was only clearly stated in the final reporting. The amount of the funding provided by the HLF is not given in the final report. The following table sets out some of the conflicting and incomplete information, whilst the matrix on the following page summarises the final report from 2006.

PROJECT COMPONENT	2005	2010	COMMENT
Overall Project	£15.5m	£15.253m	The overall amount for the project remained consistent throughout the reporting.
HLF Portion	£1.5m	?	The final report provided to the evaluators did not include the HLF spend.
Target Historic Buildings Total	?	£4.828m	The amount intended for historic buildings was not clear in the earlier reporting.
THI Portion for Target Historic Buildings	?	£2.336m	This represents approximately ½ of the total.
Number of Buildings Reported	18	12	The same target buildings were listed in earlier and in the final reports but the number given in the text of earlier reports was higher. Some buildings originally targeted for renovation were in fact demolished.
Floor Area Renovated/ Restored	Repaired – 6066 m <sup>2</sup> Residential – 2409 m <sup>2</sup> Non-Residential – 4643 m <sup>2</sup> Gap Sites – 10,953 m <sup>2</sup>	4,337 m <sup>2</sup>	The actual amount of restored floor area indicated in the final report is difficult to compare with claims made in earlier reports.

<b>Liverpool Rope Walks - Project Costs by Building 1999 to 2006</b>									
<b>Location/Project address</b>	<b>Project Description and Work Type</b>	<b>Use Before THI</b>	<b>Use After THI</b>	<b>Floor area improved (m2)</b>	<b>Total Project Costs (£)</b>	<b>THI Contribution (£)</b>	<b>Total Project Costs (£) including infill of gap sites</b>	<b>THI Contribution including infill to gap sites</b>	<b>THI Contribution to infill gap sites Gap Sites</b>
8-10 HENRY STREET - BLOCK B1	Building repairs -street elevation only	derelict warehouse	offices	453					
23 ARGYLE STREET - BLOCK B2	Building repairs - external and internal - Reinstatement to front elevation	derelict warehouse	offices	669					
17 ARGYLE STREET - BLOCK E	Building repairs - External envelope - reinstatement of architectural details	derelict bridewell	residential	605					
15 ARGYLE STREET - BLOCK C	building repairs - external and internal reinstatement to front elevation	derelict warehouse	restaurant	276					
4 DUKE STREET LANE - BLOCK D	building repairs - external and internal reinstatement to front elevation	derelict warehouse	offices	350					
<b>Beetham Phase 1 TOTALS</b>				<b>2353</b>	<b>1,352,586.00</b>	<b>613,426.00</b>	<b>11,593,927.00</b>	<b>5,274,511.00</b>	<b>4,661,085.00</b>
1 LYDIA ANN STREET	Building repairs external envelope. Reinstatement of architectural details	derelict -	residential apartments						
11 - 15 YORK STREET	building repairs - external envelope façade retention (all) and reconstruction of roof	derelict -	offices and studios						
9 YORK STREET	building repairs - external envelope façade retention (all) and reconstruction of roof	derelict -	office						
20 HENRY STREET	Building repairs inside and out. Reinstatement of details to front elevation	derelict warehouse	residential/ office						
<b>Arts Village Phase TOTALS</b>				<b>1300</b>	<b>2,396,480.00</b>	<b>985,274.00</b>	<b>3,658,575.00</b>	<b>1,497,767.00</b>	<b>512,493.00</b>
7 YORK STREET	External building repairs - Reinstatement details to two elevations	warehouse in use	restaurant	420	201,314.83	65,018.00			
27 HENRY STREET	Weather proofing - Building repairs - external envelope and floor structures	derelict warehouse	office	160	120,127.00	90,095.00			
50a DUKE STREET		derelict warehouse	vacant	104	292,355.01	116,972.00			
PUBLIC REALM WORKS					464,860.00	464,860.00			
<b>PROJECT TOTALS</b>				<b>4,337</b>	<b>4,827,722.84</b>	<b>2,335,645.00</b>	<b>15,252,502.00</b>	<b>6,772,278.00</b>	<b>5,173,578.00</b>
Information sources: Ropewalks Thi Performance Indicators: By Grant Category (Revision Date 27.06.06) Final Quarterly Report June 2006									
Cumulative returns of offers and commitments - Final Quarterly Report June 2006									
Summary Table of Project Costs, Grants and Funding Contributions Revision 14.06.06 Final Quarterly Report June 2006									
David McLean Gross valuation of works and other project reports.									

What appears to emerge from these figures is that the 12 buildings originally targeted for restoration were in fact improved and/or brought back into use over the 10 years of the THI scheme. If we take the final report of the number of square metres affected and the amount reported spent on these buildings (the project total less the funds spent on the public realm) the investment was approximately £1,000 per square metre, which could be judged to be a reasonable development cost.<sup>10</sup>

If we understand that the HLF contribution toward the restoration of the dozen historic properties was £1.5 as indicated in the original reporting that would represent a 31% stake in the target building reconstruction and the public realm improvements which is well below the 50% maximum allowed under the terms of the HLF contribution to THI schemes. If the desired goals of the Rope Walks THI scheme were met this would represent a very good return on the HLF's investment.

### **3.6.3 Findings by data type for the Rope Walks**

#### **Townscape survey**

The final townscape survey and land use mapping were carried out by members of the Oxford Brookes University evaluation team on July 20, 21 and 22, 2010. The land use map prepared at that time indicates that the transformation of the area that began in 2000 was for the most part completed. Whilst there were some remaining vacancies these were now restored buildings and not the ruins that had been encountered at the beginning of the project.

The townscape scores had improved markedly in most categories. For example, conserved elements went from 2.5 to 3 between 2005 and 2010 and detailed maintenance from 1.2 in 2000 to 3 in 2010. The resulting increase in care for the area was evident in the measure for cleanliness which had registered just over 2 out of 5 in both 2000 and 2005 was by 2010 recorded as 3.5.

Many of the street views had changed to the extent that they were difficult to recognise.

#### **Household questionnaire**

Approximately 500 household questionnaires were mailed to residents not by OBU but under a separate contract between the HLF and a private survey firm. The return rate was disappointing with only 36 responses (7.2%). The 2005 survey had yielded 51 responses or 10%. As a result, the household questionnaire cannot be considered statistically reliable although the responses are our only reading we have of local attitudes and concerns. Less than 3% of respondents remembered having completed the questionnaire before and so it is assumed that we were hearing from a number of new residents who have come to live in the Rope Walks district since the restoration of many of the

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<sup>10</sup> Floor space restored was 4,337 m<sup>2</sup> which was divided by the cost of target building restoration, £4,362,862 (total project cost £4,827,722 less the public realm cost of £464,860).

buildings.

The majority of responses showed improvement in people's feeling about the broad range of issues addressed by the questionnaire. These responses will be detailed in the following sections on indicators.

### **Interviews**

None of the survey outlines mailed to those involved locally in the Rope Walks THI were returned.

### **Secondary data**

Not all of the secondary data items that were collected during the Baseline study in 2000 have been available over the ten year period of the study. Of the 12 statistical measures contained in the 2006 report, it is now possible to access only six. However, there were a sufficiently large number of data sources included in the original research plan that even with a reduced number there remains sufficient material to make informed comparisons in conditions at different time periods.

The statistical record shows that employment levels in the ward where the THI is located have increased over 5% but that is better than the city as a whole. Similarly, the unemployment claims have dropped somewhat more than in the rest of the city as has long-term unemployment.

### **3.6.4 Additional impacts of the Rope Walks THI**

Additional impacts of the THI are captured using the balanced scorecard, described in section 2 of this report. This allows changes brought about by the investment to be tracked over time against the four main themes of the project. The scorecard for each of the three points in the research are set out below, followed by a brief commentary of what these reveal about the additional impacts of the scheme on this part of Liverpool.

The overall score for the Rope Walks area has jumped considerably during the period of between 2000 and 2010. Comparing the scores from the Baseline study with 2010 shows an even more dramatic surge of almost 20% from 51 to 68.9. Not surprisingly, the biggest gains show in the area of townscape improvement but both quality of life and economic regeneration were also strong.

The Balanced Scorecard for Liverpool -2010			
Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			68.9
Employment and Income	20	11.58	57.90
Education And Personal Aspirations	20	17.22	86.10
Sense of Community and Social Inclusion	20	13.24	66.20
Security, Crime and Order	20	13.09	65.45
<b>Indicators of Townscape Improvements</b>			62.7
Townscape Quality	20	12.60	63.00
Public Space Management	20	13.27	66.35
Private Space and Façade Management	20	12.40	62.00
Heritage Interpretation	20	11.89	59.45
<b>Indicators of Economic Regeneration</b>			60.9
Land Use Changes	20	12.20	61.00
Retail Usage and Demand	20	13.78	68.90
Capital Values and yields	20	8.45	42.27
Pedestrian Usage and Traffic Flow	20	14.27	71.33
<b>Indicators of Image and Confidence Building</b>			65.5
Media Coverage and Perceptions	20	12.11	60.55
Attitudes of Citizens and Community Leaders	20	13.19	65.95
Visitation and Sustainability	20	14.01	70.07
Business Vitality and Investment	20	13.10	65.50
<b>Total</b>	<b>320</b>	<b>206.40</b>	<b>64.5</b>

The Balanced Scorecard of Liverpool 2005			
Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	11.08	55.4
Education And Personal Aspirations	20	13.93	69.67
Sense of Community and Social Inclusion	20	12.94	64.7
Security, Crime and Order	20	10.21	51.05
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	10	50
Public Space Management	20	10.43	52.15
Private Space and Façade Management	20	10	50
Heritage Interpretation	20	11.49	57.45
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	10.8	54
Retail Usage and Demand	20	11.44	57.2
Capital Values and yields	20	11.66	58.3
Pedestrian Usage and Traffic Flow	20	12.67	63.33
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	12.17	60.85
Attitudes of Citizens and Community Leaders	20	12.59	62.95
Visitation and Sustainability	20	13.24	66.20
Business Vitality and Investment	20	11.44	57.2
<b>Total</b>	<b>320</b>	<b>186.09</b>	<b>58.2</b>

#### The Balanced Scorecard of Liverpool Rope Walks 2001

Indicator	Possible-Score	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	11.31	56.55
Education And Personal Aspirations	20	12.23	61.13
Sense of Community and Social Inclusion	20	12.08	60.4
Security, Crime and Order	20	9.63	48.15
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	8.4	42
Public Space Management	20	9.53	47.65
Private Space and Façade Management	20	7.5	37.5
Heritage Interpretation	20	8.1	40.5
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	5.2	26
Retail Usage and Demand	20	10.36	51.8
Capital Values and yields	20	11.42	57.1
Pedestrian Usage and Traffic Flow	20	12.67	63.33
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	11.79	58.95
Attitudes of Citizens and Community Leaders	20	12.44	62.2
Visitation and Sustainability	20	9.3	46.5
Business Vitality and Investment	20	11.53	57.65
<b>Total</b>	<b>320</b>	<b>163.48</b>	<b>51.1</b>

## Quality of life enhancement

Scorecard	2000 - 2005 Up 3.64%	2005 - 2010 Up 8.7%	2000 - 2010 Up 12.34%
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The numbers from the balanced scorecard show improvements through all periods of the THI scheme but most dramatically between 2000 and 2010 with a rise of over 12%. The main caution here is to note that the household questionnaire response rate was low and the outcomes are somewhat less reliable than we might like.

The numbers, however, are well supported when we look at the details. Incomes rose, especially in the upper levels above £40,000 and unemployment levels were less than in the city as a whole. People's optimism about future prospects is strong with more than four times as many people having a bright outlook about jobs than five years before. What we see is a large-scale shift in who is living in the area. The newcomers are less familiar with the history of the area, do not yet feel that the community is tight-knit and do not think it will improve much, but that is because they did not live there before the revitalisation. What the newcomers have brought is more enthusiasm about the social life of the district, more willingness to vote and a greater feeling of safety on the streets. Half as many people reported crimes when compared with the earlier period. School results have improved greatly.

What we see is a new generation of younger, better off, more confident and content residents living in an area with a much-improved quality of life. Some might call this gentrification but there is no indication that the previous population was displaced. Rather they were joined in the neighbourhood by relatively large numbers of new people.

## Townscape improvements

Scorecard	2000 - 2005 Up 10.49%	2005 - 2010 Up 10.3%	2000 - 2010 Up 20.79%
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The physical transformation of the Liverpool Rope Walks area is now complete. The numbers derived from the balanced scorecard that relate to townscape are more dramatic than in almost any other site that is being evaluated as part of this project, showing a 20% increase. In the 2005 review of the site it was our opinion that the attention to architectural detail and the high level of restoration was attributable to the standards set by the HLF for the THI Common Fund, and to the requirement that developers adhere to those standards. Good quality restoration work was particularly evident in the Colins (Jalons) Bridewell and in the façades of the renovated warehouses with their lift bays and characteristic rooflines.

The only downside is that some of the renovated buildings are still not completely occupied. Even the old Bridewell appears to be closed as of a check made in February 2012 although researchers were told it was open in 2010.



## Economic regeneration

Scorecard	2000 - 2005 Up 8.65%	2005 - 2010 Up 2.69%	2000 - 2010 Up 11.34%
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Most of the THI goals concerning improving the local economy have been met by the measures the OBU team have used to evaluate success. The scorecard for this indicator has gone up over 10%. What the area appears to have witnessed is an influx of new residents moving primarily into the flats created in the former warehouse buildings. These can probably be categorised as more affordable since some of those flats have been purchased with the result that the average property value in the area has levelled off. The percentage of owner-occupiers, however, has decreased indicating that there are more renters. The newness of the housing stock is also indicated by the fact that reported expenditure on maintenance is very low.

The newcomers have brought different attitudes as well. When it comes to shopping and doing business in the area fewer people are either very positive or very negative but more are 'OK' with these factors. There is a content but wait-and-see atmosphere in the responses. A similar reserved content is evident from the responses and observations about the state of attractiveness and safety on the streets. The Rope Walks, a derelict and somewhat forbidding place when we first studied it, has now become a fairly pleasant urban neighbourhood.

In the comments of the OBU team evaluators in 2005 the final THI goal for the area, 'to ensure local business and the community benefit from the investment', was left to be judged. Many of the same businesses we found in the first two periods are still operating, new ones have come and the area appears attractive. The residents, many of them new, are reasonably content with the transformed district. On these counts, it is fair to conclude that the investment had delivered local benefits.

## Image and confidence building

Scorecard	2000 - 2005 Up 5.47%	2005 - 2010 Up 3.7%	2000 - 2010 Up 9.17%
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In 2010, the local population of the Rope Walks was clearly very different from those we found ten years earlier. Close to half worked full time for an employer, double the percentage of five years before, 20% were self-employed and there were fewer retirees. More people are making more money and expect their fortunes to continue to rise. Indications are that this is a younger population with fewer unemployment issues and more inclination to invite visitors to the area and to seek entertainment closer to home. Fears expressed in 2005 about problems that might arise due to the transient nature of flat dwellers have not materialised.

A high percentage of respondents know about the THI investment and were probably attracted to the area knowing about the transformation. An increase of almost 10% in the measures for the indicator of image and confidence building underlines the improvements that have been made in the life of the district over the period of the THI scheme.

### 3.6.5 Summary evaluation of the Rope Walks THI

In general terms, the Rope Walks THI has been one of the more successful of the schemes reviewed in this study. There has been a significant upgrading and restoration of the historic built fabric, with new uses moving in and occupying formerly vacant, and in some cases semi-derelict properties. The demographic has changed, both in the sense that the resident population of the area has grown, but also in that the community is generally younger and more affluent. It is probably fair to say that the area has been gentrified, but with a particular twist. Overall, the THI investment has delivered highly visible benefits that are appreciated by the local people.

The reasons for success here include the fact that the area targeted for support by the THI was an appropriate size for the level of investment; that the building stock, though degraded at the outset, was of a quality that renovation was both possible and worthwhile. In addition, because one development firm was primarily involved there was a unity of concept and a concentration of expertise. The other key factor is that the Rope Walks formed part of a much bigger regeneration strategy for the city centre as a whole.

In 2008, Liverpool was honoured by being named European Capital of Culture. In 2009, however, the Centre for Cities said Liverpool was a candidate for 'worst-hit Recession City'<sup>11</sup>. It is tough times for all cities. After ten years of observation, however, we can say that the goals of the Rope Walks THI have been met.

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<sup>11</sup> Centre for Cities (2009) City Outlook, Available at <http://centreforcities.org/outlook09>

### 3.7 MERCHANT CITY THI



Merchant City – Trongate, showing restored buildings on both sides of the street.

### **3.7.1 Background to the Merchant City THI**

The Glasgow Merchant City THI focuses on the very heart of the historic centre of Scotland's second city. It is based around the declining area immediately to the east of the present commercial and retail core of Glasgow.

Although most of the urban fabric within the area dates from the time of the Victorian and 20<sup>th</sup> century rebuilding, the THI is focused on an area that once formed the centre of Glasgow's mediaeval and post reformation population. The origins of the area, centred around the historic Trongate, go back as early as the 12<sup>th</sup> century. Continued trading success in the 18<sup>th</sup> and 19<sup>th</sup> century led to the further development of the area and the laying out of broad, new streets such as Candleriggs and King Street. During the Victorian period, the overcrowded and unsanitary mediaeval Wynds were cleared, and the area redeveloped. Today most of the historic fabric of the area dates from the 19<sup>th</sup> and early 20<sup>th</sup> century, and is a testament to the trading success of the area at that time.

The Merchant City area has been in decline for much of the 20<sup>th</sup> century, and in 1970 the area was zoned as a Comprehensive Development Area, further lowering investment in the fabric of buildings. Only relatively recently had fortunes begun to change, with the investment of substantial public funds for regeneration.

In townscape terms, the quality of the area is extremely high with a strong grid pattern of streets and a mixture of robust urban architecture providing the structure to the blocks. A characteristic of the area is the way key buildings provide strong visual stops to street vistas, typical examples being the Ramshorn Church and Hutcheson's Hall (warehouse). The dominant building type is mercantile or civic.

The area is of immense townscape interest, containing many fine large-scale commercial buildings, wide streets and high quality architecture. The density of development is high, reflecting the prosperity of the area in its economic heyday. This historic and architectural importance is indicated by the existence of no less than 54 listed buildings (60% of the total building stock), and the fact that the whole of the area is situated within a conservation area.

The THI is seen as an important part of a much wider initiative/policy to regenerate the City centre through high quality development and enhancement of its existing character.

## Goals of the scheme

The main aim of the THI was to tackle the physical decline of the historic centre of Glasgow. This was elaborated on in the THI application documentation into a 'vision for Merchant City', which set out three main strategies:

- *Completion and consolidation* of projects and sites within the area of core Merchant City 'that have not come forward in the expected timescale': public realm works along Trongate; conservation and redevelopment of the Sheriff Courts, and the future use and management of the City Halls
- *Initiation and brokering* of unresolved sites and properties through the incentive of grants to owners
- *Rationalising and re-imaging* of areas of environmental and architectural conflict through the reinstatement of appropriately designed shop-fronts, and public realm works around Glasgow Cross

The scheme intended to deliver improvements through a mixture of building repairs, reinstatement of architectural details, bringing floor-space back into use, as well as public realm works.



### 3.7.2 Funding and outputs in the Merchant City

In order to fully understand the impact of the THI it is necessary to say a little regarding the longer regeneration and investment context. Following many years of decline Merchant City saw significant reinvestment during the 1980s. In excess of £13 million grant aid from Glasgow District Council and the then Scottish Development Agency led to the attraction of over £62 million investment from private sector partners, characterised mainly by the influx of private residential apartments, which colonised the upper floors of converted warehouses and in-filled long-standing gap sites.

During the 10 year period 1982-1992 over 1000 new homes, 50 new shops and 12,000 m<sup>2</sup> of new office floor space were developed. In addition, significant environmental improvements have taken place within the area and in the surrounding commercial and retail area. Most notable amongst this work is the high-class public realm project undertaken on Candleriggs and part of Bell Street using natural stone paving and cast iron street furniture. A critical factor has been the efforts by the City Council from the late 1990s to promote high quality modern infill architecture within the historic city centre, and this had already begun to lift the quality of the area generally, including the Merchant City area, at the time of the Baseline research.

By the time of the visit in late 2006, remarkable progress had been made in terms of implementing the THI funding given that at the interim stage (2002) no money had been spent, or works undertaken. Total THI monies had been £3.1 million, of which only £1200 remained unspent. All the projects had been completed, including the critical projects, and public realm works. The scheme had generated a surplus of £100,000, which had been used to fund two additional projects.

Our main observation following the visit in 2010 is that the earlier investment from the first phase of the THI project has largely been consolidated, and has provided a significant lever for successful completion of the second phase – building on the experience and confidence of the key THI players within the Merchant City. The main threat to its continued success is the bleak economic outlook, with decline in demand for commercial properties, and a number of residential proposals on hold.

The local THI team in Glasgow have consistently provided the researchers with accessible and accurate information on expenditure and outputs (see following table).

The key headline figures can be summarised:

- Floor area improved: 31,930 square meters
- 96 new jobs created
- £3,142,059 of THI grant has produced £29,795,894 of expenditure on physical regeneration in the Phase One area
- 36 new businesses have started up as a direct consequence of the THI investment

In addition, in 2006 the HLF agreed to fund a second phase for the THI, and contracts were being put in place with Scottish Enterprise and the City Council.

The budget is to be made up of £2.5 million between the two partners, and £800,000 from HLF. Under this funding, the intention has been to restore the Britannia Building block, to refurbish buildings to the south of the Trongate (extending the THI area), and to focus on creating an 'arts quarter'. The main THI contribution is to public realm and façade restoration work. At the time of our visit in 2010, most elements of this phase were well under way, although our research has not examined these in any detail.

The Stage II application indicated that total eligible costs were £10,346,092. These were to be met from the following sources:

Sales income:	£4,964,353	
Historic Scotland	£585,865	
Scottish Homes	£150,000	
European ERDF	£100,000	
Landfill tax	£30,000	
Common Fund		
Glasgow Development Agency (now Scottish Enterprise Glasgow)	£750,000	
Glasgow City Council	£750,000	
HLF	<u>£1,600,000</u>	(approx 50%)
<b>Total</b>	<b>£3.1m</b>	



## Merchant City initiative: Townscape Heritage Initiative grants programme 2000-06

No	Location/ Project Address	Project Description and Work Type	Use before THI	Use after THI	Floor area improved (m2)	No. of Employees based at Project before THI	No. of Employees based at Project after THI	Total Project Costs (£)	THI Contribution (£)
1	<b>Rothead Building encompassing:</b>	Repair, re-instatement of detail and re-use of vacant upper floorspace of a listed, largely derelict building	Upper four floors derelict and unused with only partial/temporary occupancy of ground floors		11,000				£518,230.00
	Fraser Suites	As above	Disused former warehouse	Apart Hotel with 102 rooms		0	18	£12,000,000.00	
	Café India	Re-instatement of shopfront allied to internal remodelling of space (non grant aided)	Vacant shop premises	Indian Restaurant		0	10	£300,000.00	
	Maggie Mays	Re-instatement of shopfront allied to internal remodelling of space (non grant aided)	Vacant shop premises	Bar/restaurant		0	10	£400,000.00	
	Bar Botecco	Re-instatement of shopfront allied to internal remodelling of space (non grant aided)	Vacant shop premises	Bar/restaurant		0	10	£400,000.00	
	Weans World	Re-instatement of shopfront allied to internal remodelling of space (non grant aided)	Vacant shop premises	Vacant shop premises		0	2	£50,000.00	
	Merchant City News	Re-instatement of shopfront allied to internal remodelling of space (non grant aided)	Vacant shop premises	Newsagent		0	1	£50,000.00	
2	Alexander Intl. - Mercat Shopfront	Reinstatement of shopfront	Furniture Shop	Furniture shop	400	3	3	£130,000.00	£108,000.00
3	Tron Steeple	Repair of medieval stone steeple involving structural works, removal of cement harl and full reharling in lime render	Vacant with civic clock	Houses small board room for Tron Theatre, clock and artworks mechanisms.	30	0	0	£346,100.00	£213,551.00
4	Travel Options - 46 Trongate	Re-instatement of shopfront allied to internal remodelling of space (non grant aided)	Vacant shop premises	Wholefood café with social enterprise training of all staff and volunteers	150	0	7	£200,000.00	£49,360.00
5	Gramafon - 7 King St	Re-instatement of shopfront allied to internal remodelling of space (non grant aided)	Vacant shop premises	Café use closed in January - currently being re-marketed - for same use - with noted interest from local graphic design firm to expand into 'retro café' scene	90	0	0	£100,000.00	£37,175.00

6	Guitar Guitar - 36 Trongate	Re-instatement of shopfront allied to internal remodelling of space (non grant aided)	Vacant shop premises	Largest retail outlet in Scotland for all forms of guitar and electric music equipment	260	0	6	£130,000.00	£23,595.00
	<b>7-21 Trongate encompassing:</b>								£65,224.00
7	Glasgow Art Centre - 7 Trongate	Re-instatement of shopfront allied to internal remodelling of space (non grant aided)	Vacant shop premises	Art Gallery and charitable arm for asmatic therapies	90	0	2	£50,000.00	
8	Cash Generator - 11 Trongate	Re-instatement of shopfront allied to internal remodelling of space (non grant aided)	Retail premises	No change	120	5	5	£50,871.00	£39,817.00
9	Formerly High and Mighty - 17 Trongate	Re-instatement of shopfront allied to internal remodelling of space (non grant aided)	Vacant shop premises	Recently vacated shop unit premises used until earlier 2010 as specialist mens clothing shop. Currently being remarketed	120	0	0	£50,000.00	
10	21 Trongate	Re-instatement of shopfront allied to internal remodelling of space (non grant aided)	Vacant shop premises	Drum Central - retail shop	120	0	4	£50,000.00	
11	Former G1 Interiors 27 Trongate Vacant Shop unit	Re-instatement of shopfront allied to internal remodelling of space (non grant aided)	Vacant shop premises	Recently vacated space used until earlier in 2010 as furniture and product design showroom/shop. Currently being marketed after use in May International Arts Festival	120	0	0	£80,000.00	
12	Angels - 33 Trongate	Re-instatement of shopfront	Fashion store	No change	150	3	3	£111,455.00	£89,650.00
13	Bar Gandolfi	Reuse of historic previously vacant floorspace above iconic restaurant	Vacant space	Bar/ Restaurant	120	0	6	£315,468.00	£29,575.00
14	Totspot - 83 Trongate	Re-instatement of shopfront allied to internal remodelling of space (non grant aided)	Vacant shop premises	Clothes and accessories for babies and young children	110	0	4	£70,000.00	£48,519.00

15/16	City Halls/ Fruitmarket	Major restoration project involving removal of paint from facades, re-instatement of moulded details to stonework, remodelling of ground floor to original pattern of openings, reinstatement of timber sash and case windows and reinstatement of internal cast iron balconies	Partial use only of interiors for a range of largely musical and community events	New home to the BBC Scottish Symphony Orchestra, Scottish Music Information Centre, Glasgow City Council's Music Education services to schools in addition to a constant programme of events from theatrical stages, classical, folk, contemporary and other concerts, festivals, markets, fairs, award ceremonies/events and fashion shows	12,000	15	20	£12,000,000.00	£446,232.00
17	Public Realm*	Repaving of streets within Merchant City, namely:			6,000	0	0	£2,100,000.00	£750,000.00
		Trongate, Albion Street, King Street, Parnie St, Chisholm Street, Bell St. West, and Blackfriars Street	Broken, mostly patched granolithic surfaces	All pavements renewed in Caithness granite with whinstone and granite kerbs salvaged and re-used wherever possible, setted carriageways restored where also possible or where materials not original/surviving - a new coat of bitumen to roadways		0	0		
	<b>Estimates on completion/occupation</b>					0	0		
17	73- 7 Trongate	Full repair and re-use programme to create access to all levels, remove paintwork from facades, renew slated roof, re-instate decorative timber trusses and ridge ventilators and reinstate timber, full height shopfront	Pair of two derelict and vacant shop units with limited access to upper floor for storage.	Home on upper floors to Dance House and on ground floors to charity - Limelight which works with special needs individuals aid rehabilitation through work with music and recording processes.	900	0	9	£674,000.00	£248,047.00
18	Iceland - 3 Trongate	Re-instatement of shopfront allied to internal remodelling of space (non grant aided)	Vacant shop premises	Café Primo	150	0	3	£138,000.00	£71,619.00
	Administration							£403,465.00	£403,465.00
	<b>TOTAL</b>				<b>31,930.00</b>	<b>26</b>	<b>123</b>	<b>£29,795,894.00</b>	<b>£3,142,059.00</b>

### **3.7.3 Findings by data type for the Merchant City**

#### **Townscape survey**

Given the size and complexity of the area, we have relied on information supplied by the local THI team on land use below. These were compiled using information provided by the THI officer. The area is too large, with many blocks over five storeys, to allow us efficiently to carry out our own, comprehensive, land use survey. A total of 64 separate views were photographed and scored.

The townscape survey work reveals that there have been a number of positive changes in the THI area since Baseline, and the 2006 survey. The emphasis in land use is shifting from commercial office use to leisure, entertainment, retail and residential. However, vacancy rates no longer seem to be falling, and there are doubts about the commercial viability of a number of recently refurbished premises. None-the-less, the townscape scores have improved over the ten year period in all three main categories – streetscape, private space, and heritage quality. In particular, the most significant improvements have occurred in those streets and around those buildings where conservation efforts have been most focused, not surprisingly; for example, it is worth highlighting views where improvement has been dramatic: around the Tollbooth Steeple, along Albion Street and Trongate, and views around the Court House building (48, 61).

Where streetscape and public realm works have been carried out these are to a high standard, and have helped create a strong sense of place and identity (see images).

#### **Household questionnaire**

As at Baseline, 750 household questionnaires were posted to addresses within the THI and immediate vicinity. The return rate was lower than at Baseline, 104, compared with 147, but the same as in the 2006 survey (statistically useful, and representing a 15% response rate). We can speculate about the lower return rate, but there is no clear explanation for this.

There are clear and generalizable findings from the household survey. There have been improvements to perceptions of the Merchant City for living, working, doing business, and socialising – but not shopping. Respondents feel the local authority has invested in the area and that it is better maintained and cleaner. However, it is clear that people feel worse off and are more pessimistic about job prospects than they were five years previously. In addition, actual unemployment rates are rising, compared with the rest of Glasgow, and there is a widening gap in household incomes amongst residents in the area. Experience of crime is getting worse, and the nature of that crime is changing – with more muggings and assaults compared with the previous surveys.

## **Interviews**

Two face-to-face interviews were conducted with the THI officer (Liz Davidson) who had been interviewed at both Baseline and interim stages, and her colleague working on the THI. We sent out 22 stakeholder SWOT forms to local businesses, politicians, newspaper editors and so forth; we received five in return. Taken together, these have provided much of the anecdotal evidence for local stakeholders' perceptions of the impact of the THI, as well as background information on the implementation and administrative dimensions of the project.

The SWOT and interview data present a complex image. There is a general recognition of the contribution that the THI has made to the area, and that it has improved as a consequence of the investment in the built heritage, and that it has provided a firm foundation for future success. The consensus is that the THI has made a significant contribution to the physical regeneration of the area, as well as in terms of improving its visibility as a place to visit. There is also an acknowledgement that the economic and land use focus is changing, towards culture and the creative industries as well as the evening economy. The effects of the recession are also identified by the majority of stakeholders as a major concern – in terms of the likely sustainability of what has been achieved, and with the commercial fragility of some of the new businesses that have been established in the Merchant City on the back of the THI. There is also a general concern that certain key sites and buildings – the so called 'Selfridges' building on Trongate – have effectively blighted the immediate vicinity for far too long.

## **Secondary data**

Data was collected on 11 different measures from national statistical sources for the wards covered by the Merchant City. Unfortunately, the data gathering parameters and geographical areas used have changed in some cases since the original survey in 2000 and 2001. In some cases, it has been possible to reinterpret the earlier data for comparison purposes.

The secondary data, whilst patchy, does show significant changes in the THI area across a number of measures. Unemployment is rising, educational attainment is falling; and residential values have also fallen in the last three to four years. However, rents appear to have levelled off, having again fallen for a period.

### **3.7.4 Additional impacts of the Merchant City THI**

Additional impacts of the THI are captured using the balanced scorecard, described in section 2 of this report. This allows changes brought about by the investment to be tracked over time against the four main themes of the project. The scorecard for each of the three points in the research are set out below, followed by a brief commentary of what these reveal about the additional impacts of the scheme on Creswell.

The balanced scorecard results indicate that whilst there has been an overall improvement against all key measures (quality of life, townscape, image and economic regeneration) the Merchant City has improved since 2001, there has been a slight decline since 2006. In particular, quality of life and image have fallen back, albeit slightly. In two of the specific measures over which the THI can be said to have direct influence – public space management, and land use – there have been significant improvements according to the scorecard; whereas in terms of one measure in which it does not – personal aspirations – there has been a dramatic fall to below 2001 levels.

### The Balanced Scorecard for Glasgow Merchant City 2010

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	12.8	64
Education And Personal Aspirations	20	12.8	64
Sense of Community and Social Inclusion	20	12.63	63.13
Security, Crime and Order	20	11.32	56.6
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	12.3	61.5
Public Space Management	20	14.15	70.75
Private Space and Façade Management	20	12.2	61
Heritage Interpretation	20	13.42	67.1
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	12.8	64
Retail Usage and Demand	20	14	70
Capital Values and yields	20	12.97	64.87
Pedestrian Usage and Traffic Flow	20	13.41	67.07
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	12.79	63.95
Attitudes of Citizens and Community Leaders	20	13.74	68.7
Visitation and Sustainability	20	12.35	61.73
Business Vitality and Investment	20	12.48	62.4
<b>Total</b>	<b>320</b>	<b>206.16</b>	<b>64.4</b>

### The Balanced Scorecard of Glasgow 2006

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20.00	12.18	60.9
Education And Personal Aspirations	20.00	15.64	78.2
Sense of Community and Social Inclusion	20.00	13.94	69.7
Security, Crime and Order	20.00	11.93	59.65
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20.00	11.50	57.5
Public Space Management	20.00	13.40	67
Private Space and Façade Management	20.00	10.90	54.5
Heritage Interpretation	20.00	13.42	67.1
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20.00	12.60	63
Retail Usage and Demand	20.00	12.86	64.3
Capital Values and yields	20.00	12.62	63.1
Pedestrian Usage and Traffic Flow	20.00	13.45	67.25
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20.00	15.77	78.85
Attitudes of Citizens and Community Leaders	20.00	14.03	70.15
Visitation and Sustainability	20.00	13.14	65.7
Business Vitality and Investment	20.00	12.81	64.05
<b>Total</b>	<b>320.00</b>	<b>210.20</b>	<b>65.7</b>

### The Balanced Scorecard of Glasgow 2000

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	11.87	59.35
Education And Personal Aspirations	20	13	65
Sense of Community and Social Inclusion	20	12.68	63.4
Security, Crime and Order	20	10.74	53.7
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	10.7	53.5
Public Space Management	20	11.04	55.2
Private Space and Façade Management	20	7.98	39.9
Heritage Interpretation	20	12.16	60.8
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	9.4	47
Retail Usage and Demand	20	10.64	53.2
Capital Values and yields	20	13.54	67.7
Pedestrian Usage and Traffic Flow	20	13.03	65.15
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	11.92	59.6
Attitudes of Citizens and Community Leaders	20	12.12	60.6
Visitation and Sustainability	20	12.45	62.25
Business Vitality and Investment	20	12.95	64.75
<b>Total</b>	<b>320</b>	<b>186.22</b>	<b>58.2</b>

## Quality of life enhancement

Scorecard	2001 - 2006 Up 7%	2006 - 2010 Down 5%	2001 - 2010 Up 2%
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Quality of life in the Merchant City is no longer improving across all measures: there is less employment, and incomes are no longer rising – although there has been an increase in the percentage of high earners in the area, this is outweighed by the percentage with falling incomes. On the other hand, perceptions of the area as a place to live, work and conduct business remain reasonably positive, although not to the degree they were. It is still particularly well regarded for socialising. There is a strong perception amongst stakeholders that the area has been regenerated, and is developing a clear identity as a cultural quarter within Glasgow City centre as a direct consequence of the efforts of the THI. Community participation as measured by involvement in community and social activities has increased, although residents do not regard it as being ‘tight-knit’. Experience of crime is both changing and getting worse. None-the-less people still appear to regard the Merchant City as a safe place, even at night.

## Townscape improvements

Scorecard	2001 - 2006 Up 10%	2006 - 2010 Up 3%	2001 - 2010 Up 13%
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The townscape of the Merchant City continues to improve. The strong block structure and substantial Victorian and later building stock have always been assets, and these have now largely been restored. There is less vacancy than at Baseline, and there are more active frontages, with retail and leisure uses increasing at ground floor. Public realm works have improved the look of several streets, along with a coherent and distinctive street furniture and lighting strategy. Residents and stakeholders alike see the area as having improved in its environmental quality, and this is confirmed by the townscape survey. Where it has been targeted, the built heritage is well maintained and well conserved. However, some key buildings and spaces continue to suffer neglect and detract from the overall sense of improvement. It is significant that even in a street where a single building remains un-repaired the effect can be very damaging.

## Economic regeneration

Scorecard	2001 - 2006 Up 6%	2006 - 2010 Down 3%	2001 - 2010 Up 9%
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Land use remains mixed, although the emphasis is moving towards more retail, entertainment and cultural uses. The outlook in terms of residential values is uncertain, with recent declines in market rates, and with new housing development on hold, because of the recession. Vacancy rates are also problematic – the THI has succeeded in bringing certain buildings back into use, but some refurbished premises remain un-let. However, rents for commercial properties remain low, because of poor footfall, and lack of custom. It is noticeable that footfall falls off rapidly within a few metres of the main thoroughfares to the north and south of the Merchant City – particularly Trongate. This may continue to be the main challenge



for sustaining economic activity in the area.

### Image and confidence building

Scorecard	2001 - 2006 Up 8%	2006 - 2010 Down 5%	2001 - 2010 Up 3%
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The image of the Merchant City has undoubtedly improved over the few years of the THI. Local people see it as much improved, and feel that the local council cares about the area. They also see it as well maintained, cleaner and safer than it used to be. Stakeholders have a more complex image: they recognise that the place has improved and is developing a strong culture-based identity; they also, however, recognise that the bleak economic outlook creates doubt about the sustainability of the area, with its reliance on income from the culture and leisure industries. The infrastructure is being put in place to help ensure that the Merchant City becomes a destination for leisure and the arts.

### 3.7.5 Summary evaluation of the Merchant City THI

The main aim of the THI was to tackle the physical decline of the historic centre of Glasgow. It can reasonably be concluded that the strategies applied to meet this end, through the vehicle of the THI, have been successful, and that the majority of their intended outputs and outcomes have been delivered. In addition, the success of the Phase One scheme has led to the implementation of a second THI funded project, extending the boundary of the Merchant City initiative significantly.

More specifically, the Merchant City has improved dramatically in terms of the state of the physical fabric, its value as a public amenity, and in the variety and quality of its commercial life over the period of the THI and beyond. There can be no question that the £3.1 million THI grant has levered in investment well beyond what was expected at the outset, and proportionally far more than any of the other schemes in this study. A significant number of buildings have been restored, and been given new life which would otherwise have been lost, or inappropriately repaired. Any failure to sustain the success of the scheme will have nothing to do with the project itself – the level of commitment and vision of the key players involved, or their expertise in delivering heritage based regeneration – but everything to do with the unfortunate economic context within which the Merchant City must survive. None-the-less, the study has shown that its success has bedded in and is likely to be sustained – notwithstanding the current economic challenges that are having to be addressed by Glasgow.

### 3.8 DRAPERS' TOWNS THI – MONEYMORE AND DRAPERSTOWN –



Restored and re-occupied Cornstore building in Moneymore



Shop front improvements in Draperstown

### 3.8.1 Background to the Drapers' Towns THI

*It should be noted at the outset that whilst the Drapers' Towns THI is administered as a single project, it is directed at two distinct towns that are twelve miles apart. For the sake of simplicity and because the report aims at evaluating the impacts of the THI they are dealt with together in this report.*

The two settlements were established as part of the 'Plantation' of the historic Province of Ulster under a Charter of James I in 1601 in which lands were granted to twelve London Guilds. The lands at Moneymore and Draperstown were given to the Drapers Company and together form the Drapers' Towns of the THI. The development of the two towns followed the survey of Captain Nicholas Pynnar in 1618. The similarities in form and design can be accounted for by the common initiative in which they were planned and managed<sup>12</sup>.

Both towns were declared Conservation Areas by the Department of the Environment Planning Service, and remain the only two representing the Plantation period.

#### **Moneymore**

Originally, a post town or coaching stage on the northern route from Dublin to Coleraine, the town took essentially its present street layout around 1730. However, the principal business, social and educational buildings were not constructed until the early 1800s. Between 1817 and 1827 many of the key buildings in the town were erected – the Inn, Dispensary, Market House and School. Because of the quality of materials – local limestone and sandstone – and design and construction, Moneymore was regarded as one of the most important of the Plantation towns; a distinction that many believe is retained to this day.

The town expanded in the later 19<sup>th</sup> century along the four streets radiating out from the High Street, and these were further added to in the course of the following century.

There are several buildings of note on the broad and classically proportioned High Street, including the Manor House, built in 1840 in Italianate stucco mode dominating the north eastern approach; the New Market House group on the eastern side of the street with its double height arch, and row of commercial properties, and formerly derelict courtyard and grain store behind; facing this, the run-down Georgian Court House with prominent clock tower; and at the southern end, terminating the street vista, the Old School House, now an Orange Lodge and Credit Union.

The remainder of the town is made up of a mix of residential and industrial buildings, dating from the 19<sup>th</sup> and 20<sup>th</sup> centuries, any townscape coherence provided by the topographical dominance of the original 17<sup>th</sup> and 18<sup>th</sup> century settlement.

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<sup>12</sup> Source: Moneymore and Draperstown THI Stage Two Application Documentation

Moneymore town centre remains relatively compact, situated for the most part on a fairly prominent hill with some good views of the surrounding rural landscape. The centre is at a meeting point of several major routes, and, consequently at certain times of the day is dominated by heavy goods traffic. The High Street, at the heart of the town, contains a small amount of (marginal) retail, and a mixture of other commercial and institutional uses. Over the ten year research period, the local post office has shut, and the once several public houses have been reduced to a single operating pub.

### **Draperstown**

The town began in 1818 as a planned settlement and was refounded in 1838-9 by the Drapers Company with a major rebuilding programme. The new Draperstown was composed of a large triangular space addressed by terraces of stone and slate buildings generally in Classical mode. All the buildings were faced with dressed sandstone blocks and pitched slate roofs. The original building uses included an inn, police barracks, post office and dispensary. The Market House was subsequently added to at the rear with grain stores, the remnants of which make up part of the current THI. The triangular block is dominated by a large petrol station that fills views out of the town in several directions.

Extant from the late 19<sup>th</sup> century period are the barn-like Presbyterian church with a pedimented front of the same scale as the Market House, and a row of twelve semi-detached, one and a half storey cottages on the Desertmartin/Magherafelt Road.

Further west in St Patrick Street the settlement changes dramatically in style, from 'the refined colonial, to the vernacular indigenous'. This long and wide street is composed of two storey houses, many with shops to the ground floor, with narrow passages between giving access to developed backlands. These buildings have been much altered by commercial development and modernisation, although the original uniform street line has been retained.

Other features of note include the Old Cattle Market enclosure made up of two yards surrounded by outbuildings of stone and slate roofed; and, facing onto and rising above Old Cross at the centre of town, a large open space used as the present day livestock mart, held every Friday.

Compared with Moneymore, Draperstown gives the air of being more buoyant if not exactly thriving. It is best described as a rural commercial centre at the foot of the Sperrin Mountains. It serves only its population and surrounding farming community, and, unlike Moneymore, a major through route does not set its tone. It also accommodates two engineering companies employing around 150 people, and a range of smaller firms providing the bulk of the town's employment.

The commercial life of the town is reasonably extensive, with a full complement of retail, professional and banking outlets and services. The town has a secondary school and a large visitor centre, built in the late 1990s but since the mid-2000s empty.

The architectural merit of the town has to be seen at a number of levels. At one extreme are the set piece elements of terrace centred on the Market House, and the Cottage Row – both elements of undoubted quality and in reasonable repair. At the other is the historically important, but semi-derelict Back Row assemblage of the Cornstore and Soup Kitchen.

### **Goals of the scheme**

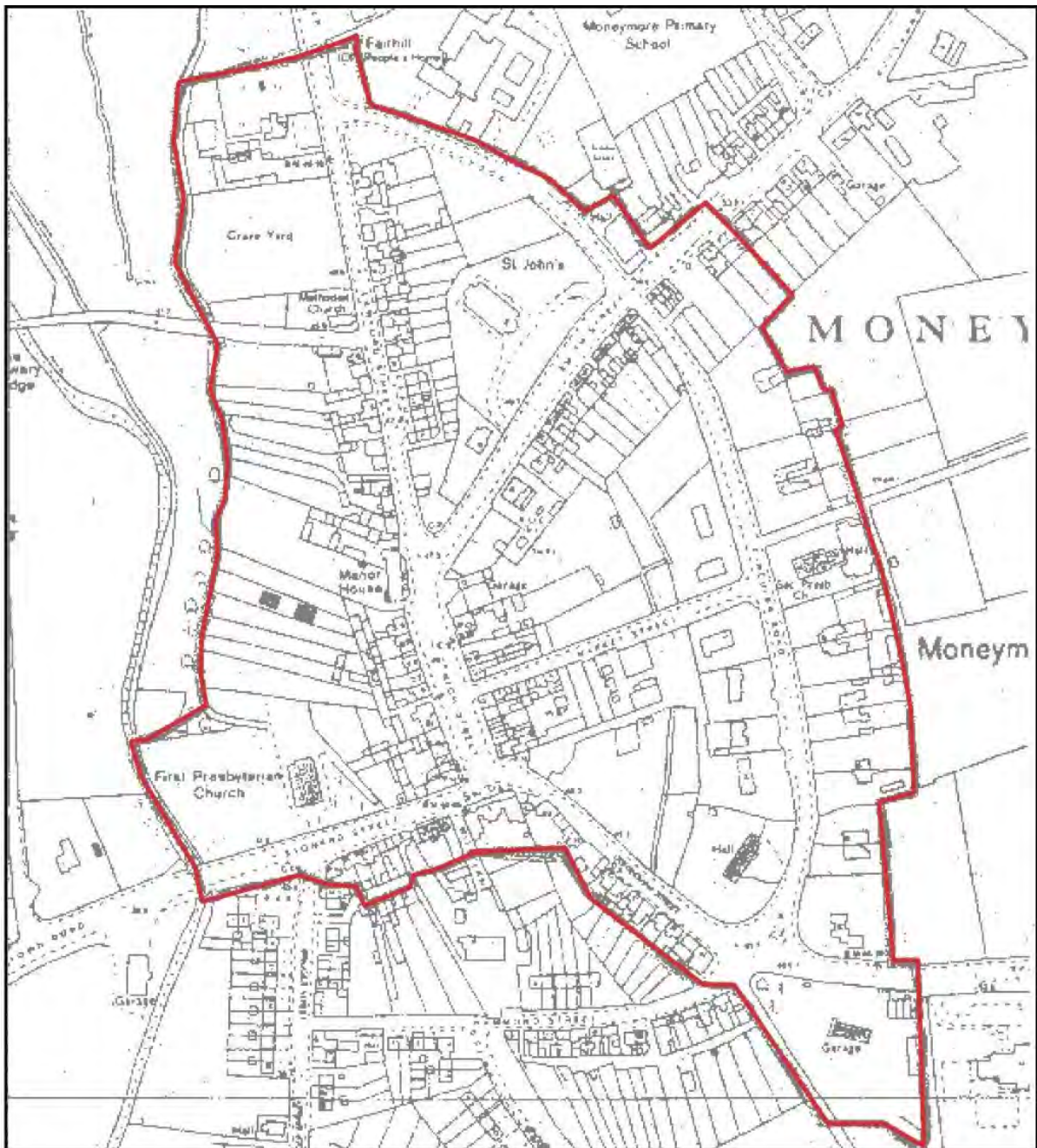
For both towns the overall aim of the THI was to help create a viable future for the communities of both Moneymore and Draperstown.

In both towns, there were several shared objectives:

- support existing traders on the main street by generating increased activity through bringing vacant space back into use
- restore original architectural details to a number of properties
- remedy inappropriate modern infill development represented by a number of properties

In Moneymore there were also plans to develop a number of gap sites, and further objectives related to landscaping, lighting and signage, which were designed to make the High Street safer. In total, some 29 properties were identified for improvement, along with various public realm works. One project – the Manor House – was considered critical.

In Draperstown, there were plans to bring derelict buildings on Back Row into community use, including a Youth Centre and museum. The THI grant was also to be used to fill a large gap site at Burns Corner on Derrynoyd Road. In total, 50 properties were identified as eligible for THI funding.

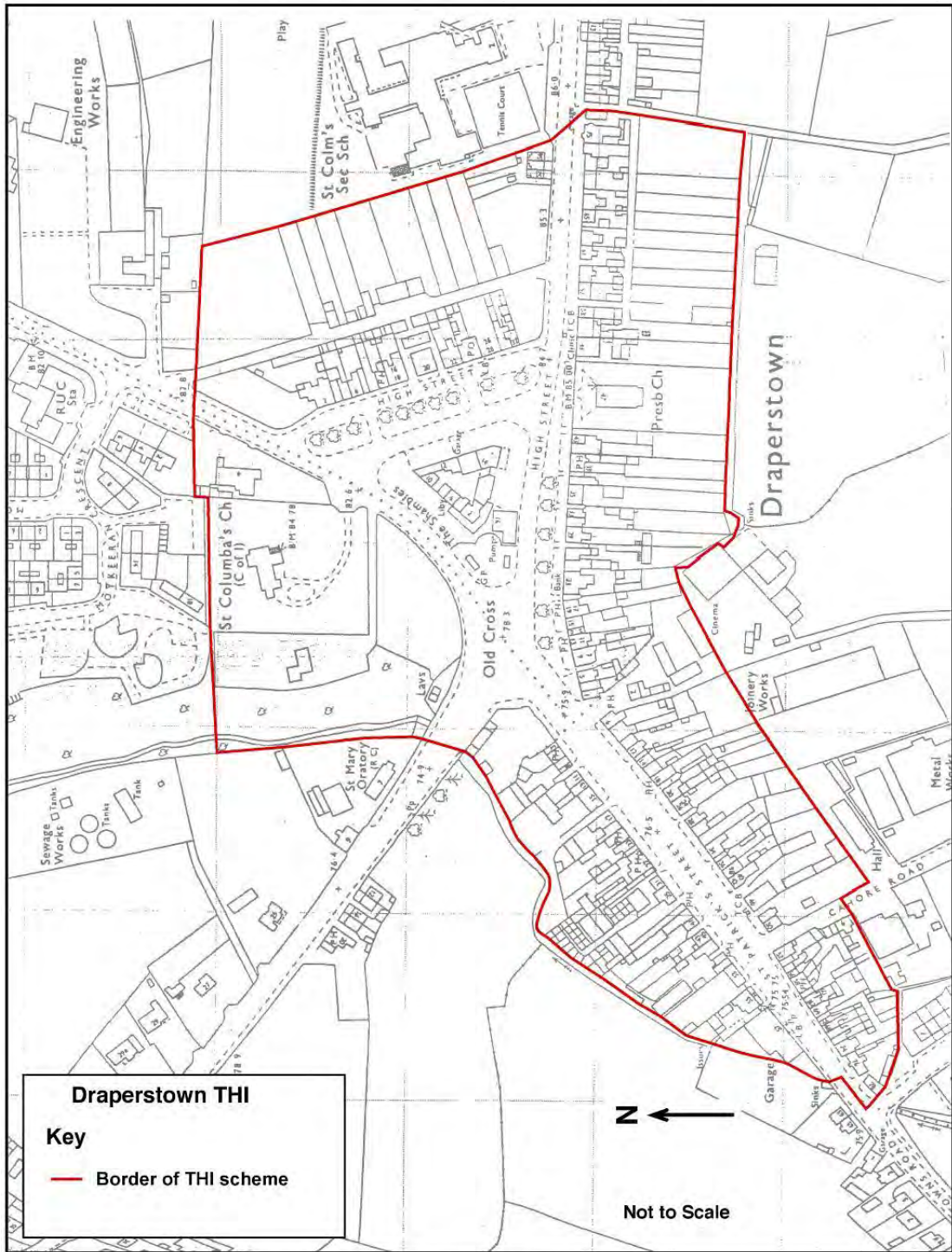


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<b>Moneymore THI</b>	
<b>Key</b>	
	Border of THI scheme

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↑  
Not to Scale

THI Boundary (shown in red) in Moneymore



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TH1 Boundary (shown in red) in Draperstown

### 3.8.2 Funding and outputs in the Drapers' Towns THI

The THI was managed by a newly formed body, specifically set up for the task. This was the Drapers' Towns Partnership Ltd, which had representatives from the two local authorities – Magharafelt and Cookstown – the Moneymore Heritage Trust, two community development groups (Project Moneymore and Workspace, Draperstown), local architects and consultants from the International Fund for Ireland. The Department of the Environment (and its successor) acted as observer to the group.

The two community companies provided administrative support staff and financial control of the THI. Paddy Byrne, a firm of Belfast based architects, were commissioned to advise on the application and on the implementation phase.

A Stage One application was made in 1998, followed by the Stage Two application in September 1999.

The total Common Fund was £1.9m, with HLF providing £1.2m and other partners £700,000. Property owners were expected to contribute £360,000. Other partners included the European Union Special Support Programme for Peace and Reconciliation, the Department for Social Development Northern Ireland (DSD), the Housing Executive Northern Ireland, the Northern Ireland Planning Service, the International Fund for Ireland and the Rural Development Council.

The scheme was complete by the end of 2005, but the full HLF grant award had not been drawn down at this time. The total grant payment subsequently reached £1.18m, equivalent to 98% of the original award. The partnership funding for the scheme went beyond that estimated at Stage 2 submission and owners' contributions exceeded expectations by more than £1m.

The scheme involved work to 26 buildings, 13 in both towns, and included structural repairs as well as external improvements. The critical project, the Manor House in Moneymore, was successfully implemented. Eight vacant properties were brought back into use – including the Manor House.

#### Final Costs

##### Common Fund

HLF Funding	£1.18m
Other partners	<u>£1.03m</u>
Total	£2.21m

Property Owners	<u>£1.32m</u>
<b>Total Project Costs</b>	<b>£3.5m</b>

The major buildings improved through the THI were the Manor House in Moneymore, and each town's 'Cornstore' building. The Common Fund contributions to these three projects amounted to £1.3m, 60% of the total fund.

The Manor House is a three storey building, five bays wide and with a white painted plaster exterior. After extensive repairs and refurbishment it opened as



a bed and breakfast business, with eight bedrooms and conference facilities. It is now also used as a 'community hub', hosting a youth group and other local organisations.

The Moneymore Cornstore building was originally built for local merchants during the plantation period. It was re-developed for mixed residential and commercial use. Office units are housed all along the nine bays of the building at ground floor level and the two upper floors have been converted into apartments.

The Draperstown Cornstore was a slightly more modest, less architecturally embellished building than in Moneymore, but was still a sizeable building at eight bays and two storeys high. It was in a far worse condition than the Moneymore example and despite initial hopes, the building was found to be beyond repair. The subsequent demolition and reconstruction of the building in its original style has been identified by the Drapers' Town Partnership as the most successful of the Draperstown THI projects. After completion the building was brought into use as a youth centre. Also in Draperstown, the THI financed work to the library, which had been vacant but re-opened as a play group.

Approximately one third of the THI funds were invested in supporting private owners with repairs to their properties. Many more occupied buildings benefited from concurrent schemes funded by the Housing Executive and the Department for Social Development. Notably, THI funded external improvements to two shops and a public house in St Patrick's Street, Draperstown were complemented by similar works to a neighbouring terrace of houses financed by the Housing Executive. The THI and the Housing Executive also restored the distinctive original appearance of a row of mid 18<sup>th</sup> century Gothic cottages in Draperstown High Street. These identical pairs of single storey sandstone houses, with gabled porches, lattice paned windows and Tudor arched openings are a unique feature of the town. The Housing Executive financed the major refurbishment work, whilst the THI funds were largely used to undo unsympathetic external alterations – for example replacing a continuous dormer on 75a with three smaller gabled features.

The only significant variation from the stated aims in Draperstown was that funds were not spent on remedying inappropriate infill development or gap sites. Failure to progress plans for the Burns Corner gap site was possibly the most noticeable shortcoming of the scheme. Finding a viable economic use for such a large site in a relatively small town proved difficult.

Whilst the THI was a discrete scheme, it is hard to consider its impacts separately from the other regeneration works that were undertaken at the same time, and the overall efforts of the Drapers' Town Partnership. The Partnership was not only responsible for administering the THI, but also all of the concurrent schemes and projects were initiated and supported by them. The THI was a vital catalyst for securing funding for the extra schemes and should be seen as the most important element of a wider regeneration strategy.

The Partnership was awarded a British Urban Regeneration Association (BURA) Award for Best Practice in Regeneration in 2005, one of only six winners that year and the only Northern Ireland initiative to win. BURA commended Drapers' Towns Partnership for 'stemming a long period of decline in the two towns which appeared destined to continue'. The Assessment Panel were said to be 'bowled over by the scale of the Partnership's achievements and the real community involvement evidenced in the scheme'. The Partnership's work to involve people from different religious backgrounds was cited as a particularly impressive achievement.

Project Address	Description of building and THI funded work	Total Project Cost	HLF grant paid	Use before THI	Use after THI	Employment
<b>MONEYMORE</b>						
8 High Street	Library building	£ 35,070	£ 9,028	Library	Library and office use upstairs	3
28 High Street - Manor House	3 storey, five bay building finished in painted plaster, remodelled in classical style 1835 by the Drapers' Co. Complete restoration.	£ 500,000	£ 163,000	Empty	Restaurant & B&B accommodation	15
1/3 High Street (public house)		£155,844	£ 43,755	Public House	Public House	4
5/7 High Street	Part of New Market House, dated 1839. Located next to pedimented centrepiece and arched entrance to the market yard and Cornstore. 3 storeys. Ground floor shop restored.	£ 305,616	£ 72,000	Shops Offices	Shops, offices	
9/11 High Street	Also part of New Market House, on opposite side of market yard entrance. Ground floor shop refurbished.	£ 292,852	£ 80,000	Shop	Shop	2
13 High Street		£ 53,086	£ 23,439	Shop	Shop	
3/5 Market Street	House	£ 58,542	£ 23,271	Vacant	Residence	
The Cornstore	3 storey, 9 bay building. Ground floor brickwork and ashlar sandstone, upper floors faced with coursed limestone. Repairs and refurbishment for conversion.	£ 616,864	£ 174,746	Derelict stores	Ground floor offices and high specification apartments above	8
The Old School House (2 Stonard Street)		£ 83,812	£ 25,660	Residence	Residence	
12/14 High Street	Shop premises. Front elevation work including new shopfront, new windows, replacement rainwater goods and re-slating and re-painting.	£ 31,685	£ 15,269	Take Away	Take Away	
15/17 High Street		£ 73,589	£ 28,095	Vacant	Offices	
Courthouse		£ 145,026	£ 58,010	Community Space	Community space	
2-4 High Street (public house)		£ 104,119	£ 18,616	Public House	Public House	5

Project Address	Description of building and THI funded work	Total Project Cost	HLF grant paid	Use before THI	Use after THI	Employment
<b>DRAPERSTOWN</b>						
16 High Street		£ 21,307	£ 4,728	Vacant retail unit and occupied residence	Hairdressers and residence	
20 High Street The Library (Old Courthouse)	2 storey, 8 bay building of dressed ashlar sandstone with clock tower. Repairs.	£ 117,604	£ 50,722	Empty	Play Group	
2 High Street		£ 975	£ 398	Residence	Residence	
22 High Street		£ 14,618	£ 6,870	Residence	Residence	
The Cornstore (Draperstown)	2 storeys, eight bays of coursed sandstone blocks, dated 1841. Fire damaged, very poor structural condition, roofless and derelict. Demolished and rebuilt in original style.	£ 530,692	£ 144,900	Derelict Walls	Youth Centre	4
49 High Street	2 Storey, 3 bay house, retaining all original exterior features. Roofless and derelict. Major repairs and refurbishment including replacing roof and finishing in natural slate.	£ 162,303	£ 52,819	Empty	Offices	4
55 High Street	Shop premises with tripartite windows on first floor and natural slate roof covering. New shop front.	£ 2,248	£ 562	Shop/Residence	Shop/Residence	
63 High Street	One half of identical pairs of single storey Gothic cottages, built 1843, with shouldered porches, latticed windows and Tudor arches between properties. External improvements.	£ 10,619	£ 2,655	Residence	Residence	
65 High Street	As above.	£ 19,081	£ 3,764	Commercial Garage	Commercial Garage	
75A High Street	As above. Continuous dormer replaced with 3 smaller gabled features.	£ 6,204	£ 2,409	Empty	Offices	
43,45,47/49/51 St Patrick Street	Shops and Public House. External improvements.	£ 47,832	£ 15,938	Shops & Public House	Shops & Public House	2
Toilet Block	Landscaping around new, high specification and design toilet block.	£ 58,399	£ 8,000		Subsequently demolished	
Management Fees		£ 161,125	£ 161,125			
Other Costs		£ 11,211	£ 11,211			

### **3.8.3 Findings by data type for the Drapers' Towns**

#### **Townscape survey**

Townscape and land use surveys of the THI areas were conducted in the autumn of 2011. Ground floor use maps are included on the following pages. Upper floor uses have not been included due to the great uncertainty in many cases of the exact use in premises in both locations. Thirty-four separate views were photographed and scored in Moneymore and a further 23 in Draperstown.

##### *Moneymore*

The land use survey reveals that there have been some changes of use in the town as a direct consequence of the THI, with new businesses and new rented residential accommodation, as well as refurbished retail, and hotel. Vacancy levels have risen since 2005, in the centre, but have remained constant on the edges. The townscape score overall has gone up by 10% since Baseline, although heritage in view has improved significantly – up 25% – particularly with respect to conserved elements and conservation quality.

##### *Draperstown*

The land use survey here showed a significant reduction in vacancy rates at ground floor, although few new uses to 2005, but these have again improved in one key view. However, the new uses brought about by the THI have been sustained; and there is significant new development in the form of a sports centre/community building, and a new surgery and pharmacy on the edge of town. There have also been improvements to shop fronts and building facades. The townscape score has improved by 5% since Baseline, but there has actually been a slight fall in the heritage in view measures in 2005. One or two views have improved – directly linked to the THI investment – whilst others have declined.

#### **Household questionnaire**

The response rate in both towns increased significantly in 2011 compared with 2005, thus making the findings and final analysis more robust. In the case of Moneymore, 63 responses were received in 2005, and 114 in 2011; in the case of Draperstown, 62, and 124 respectively.

##### *Moneymore*

The respondents to the household questionnaire reported a wide mixture of experiences and attitudes. What is clear is that they do not see Moneymore as better than it was, and there is no longer a feeling that it will get better. They continue to feel it functions badly in terms of their basic needs; and although it was felt to be a safe place to be, this is changing. The socio-economic data suggest that income and employment levels have improved – although there are also higher rates of long-term unemployment in the town. Generally, people are more pessimistic about the future, and about Moneymore as a place to live than they were in 2005. There has also been a weakening sense of community.

## *Draperstown*

Here the picture is more positive. Residents see the town as having improved, but still as having some issues with respect to the basics of work, leisure and shopping though less so than in 2005. However, they also feel the town is getting safer. The evidence indicates that people are generally less well off than they were, and whilst there are more jobs, there has also been an increase in the number of unemployed people in the town. Draperstown is still felt to be a tight-knit community; and generally still a safe place during the day, although less safe at night.

## **Interviews**

A meeting was held with one of the THI trustees in November of 2011. An additional 31 SWOT sheets were sent to various stakeholders in both towns, but only two were returned completed. From these, it is clear that whilst both communities are seen to have benefited from the THI in terms of improvements to the physical fabric, and in terms of local confidence and pride, this needs to be set against the effects of the economic downturn on property prices, maintenance and vacancy rates.

## **Secondary data**

Data were collected on five different measures from national statistical sources. It must be stressed that the same statistical information is not available for Northern Ireland as compared with the rest of the UK.

Again the two towns can be taken together here. The evidence is less detailed than at the time of the Baseline work, because data is now collected nationally in a different way. However, one trend is clear: Moneymore is faring worse in terms of employment, although Draperstown is doing no better than the area as a whole in this respect – i.e. unemployment rates have risen.

### **3.8.4 Additional impacts of the Drapers' Towns THI**

Additional impacts of the THI are captured using the balanced scorecard, described in section 2 of this report. This allows changes brought about by the investment to be tracked over time against the four main themes of the project. The scorecard for each of the three points in the research are set out below, followed by a brief commentary of what these reveal about the additional impacts of the scheme on the two communities.

#### *Moneymore*

Moneymore has improved marginally, by 3%, compared with the Baseline position, although now slightly worse than in 2005. Areas with the greatest improvement are townscape and economic regeneration. Quality of life is as it was at Baseline, and

image/confidence marginally worse. The scores for all measures were higher in 2005 than in 2000.

### Draperstown

Draperstown has not improved overall since 2000, from the evidence of the balanced scorecard, although it was 2% better in 2005. The only indicator which shows any real improvement is townscape, although even here the score is 5% lower than at the mid-point.

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			54.8
Employment and Income	20	10.84	54.20
Education And Personal Aspirations	20	10.76	53.80
Sense of Community and Social Inclusion	20	11.64	58.20
Security, Crime and Order	20	10.63	53.15
<b>Indicators of Townscape Improvements</b>			65.7
Townscape Quality	20	12.60	63.00
Public Space Management	20	14.05	70.25
Private Space and Façade Management	20	13.20	66.00
Heritage Interpretation	20	12.74	63.70
<b>Indicators of Economic Regeneration</b>			61.7
Land Use Changes	20	12.20	61.00
Retail Usage and Demand	20	11.34	56.70
Capital Values and yields	20	13.70	68.50
Pedestrian Usage and Traffic Flow	20	12.12	60.60
<b>Indicators of Image and Confidence Building</b>			62.1
Media Coverage and Perceptions	20	11.49	57.45
Attitudes of Citizens and Community Leaders	20	12.16	60.80
Visitation and Sustainability	20	12.99	64.93
Business Vitality and Investment	20	13.05	65.25
<b>Total</b>	<b>320</b>	<b>195.51</b>	<b>61.1</b>

The Balanced Scorecard of Moneymore 2005

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20.00	10.64	53.20
Education And Personal Aspirations	20.00	10.84	54.20
Sense of Community and Social Inclusion	20.00	12.14	60.70
Security, Crime and Order	20.00	10.55	52.75
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20.00	11.70	58.50
Public Space Management	20.00	13.31	66.55
Private Space and Façade Management	20.00	12.80	64.00
Heritage Interpretation	20.00	12.94	64.70
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20.00	12.20	61.00
Retail Usage and Demand	20.00	9.82	49.10
Capital Values and yields	20.00	15.10	75.50
Pedestrian Usage and Traffic Flow	20.00	11.77	58.85
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20.00	14.76	73.80
Attitudes of Citizens and Community Leaders	20.00	13.00	65.00
Visitation and Sustainability	20.00	11.72	58.60
Business Vitality and Investment	20.00	13.43	67.15
<b>Total</b>	<b>320.00</b>	<b>196.72</b>	<b>61.5</b>

The Balanced Scorecard of  
Moneymore 2000

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	9.58	47.9
Education And Personal Aspirations	20	11.44	57.1
Sense of Community and Social Inclusion	20	11.29	56.4
Security, Crime and Order	20	11.44	57.1
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	11.1	55.5
Public Space Management	20	11.12	55.6
Private Space and Façade Management	20	11.6	58
Heritage Interpretation	20	10.45	52.25
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	8.6	43
Retail Usage and Demand	20	9.22	46.1
Capital Values and yields	20	14.92	74.6
Pedestrian Usage and Traffic Flow	20	12.99	64.95
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	13.85	69.25
Attitudes of Citizens and Community Leaders	20	13.79	68.95
Visitation and Sustainability	20	11.85	59.25
Business Vitality and Investment	20	12	60
<b>Total</b>	<b>320</b>	<b>185.25</b>	<b>57.9</b>

The Balanced Scorecard for Draperstown -2011

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	10.44	52.20
Education And Personal Aspirations	20	10.80	54.00
Sense of Community and Social Inclusion	20	14.38	71.90
Security, Crime and Order	20	12.24	61.20
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	13.60	68.00
Public Space Management	20	13.58	67.90
Private Space and Façade Management	20	12.70	63.50
Heritage Interpretation	20	13.75	68.75
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	10.80	54.00
Retail Usage and Demand	20	12.72	63.60
Capital Values and yields	20	14.08	70.40
Pedestrian Usage and Traffic Flow	20	14.04	70.20
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	11.27	56.35
Attitudes of Citizens and Community Leaders	20	13.24	66.20
Visitation and Sustainability	20	13.36	66.80
Business Vitality and Investment	20	13.23	66.13
<b>Total</b>	<b>320</b>	<b>204.23</b>	<b>63.8</b>

The Balanced Scorecard of Draperstown 2005

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20.00	11.84	59.20
Education And Personal Aspirations	20.00	12.12	60.60
Sense of Community and Social Inclusion	20.00	13.50	67.50
Security, Crime and Order	20.00	12.64	63.20
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20.00	13.50	67.50
Public Space Management	20.00	13.62	68.10
Private Space and Façade Management	20.00	13.00	65.00
Heritage Interpretation	20.00	14.08	70.40
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20.00	11.00	55.00
Retail Usage and Demand	20.00	11.94	59.70
Capital Values and yields	20.00	15.16	75.80
Pedestrian Usage and Traffic Flow	20.00	14.15	70.75
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20.00	12.73	63.65
Attitudes of Citizens and Community Leaders	20.00	14.28	71.40
Visitation and Sustainability	20.00	12.48	62.40
Business Vitality and Investment	20.00	14.51	72.55
<b>Total</b>	<b>320.00</b>	<b>210.54</b>	<b>65.8</b>



The Balanced Scorecard of Draperstown 2000

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	11.26	56.3
Education And Personal Aspirations	20	12	60
Sense of Community and Social Inclusion	20	12.25	61.25
Security, Crime and Order	20	12.71	63.55
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	13.2	66
Public Space Management	20	13.51	67.55
Private Space and Façade Management	20	12.3	61.5
Heritage Interpretation	20	13.34	66.7
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	9.8	49
Retail Usage and Demand	20	12.04	60.2
Capital Values and yields	20	15.28	76.4
Pedestrian Usage and Traffic Flow	20	14.63	73.15
<b>Indicators of Image &amp; Confidence Building</b>			
Media Coverage and Perceptions	20	12.09	60.45
Attitudes of Citizens and Community Leaders	20	13.42	67.1
Visitation and Sustainability	20	12.27	61.35
Business Vitality and Investment	20	13.45	67.25
<b>Total</b>	<b>320</b>	<b>203.55</b>	<b>63.6</b>

### 3.8.5 Additional impacts of the Drapers' Towns THI

Given the fact that the Drapers' Towns THI is a regeneration project that has invested in two distinct locations, the conclusions will summarise the impacts on the scheme on Moneymore and Draperstown separately.

#### **Moneymore**

##### **Quality of life enhancement**

Scorecard	2000 - 2005 Up 0.5%	2005 - 2011 Down 0.3%	2000 - 2011 Up 0.2%
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Quality of life for the residents of Moneymore has improved marginally in some ways since the THI began, and remained the same in others. It is clear that incomes have gone up, there are a few more jobs, but unemployment levels have also gone up significantly, and there is a general perception that the town will not improve in the next few years. It continues to have significant quality of life issues, including poor access to services, few shops, and few opportunities to socialise, although all of these have improved since Baseline. Perceptions of safety have worsened since 2005, although the crime rate has remained the same since 2000. Residents no longer seem to feel that Moneymore is a tight-knit community. The degree to which quality of life has changed because of the THI is difficult to determine. What has been added by the THI, has been taken away by other factors: essentially the quality of life of residents would have continued to decline without the THI intervention.

##### **Townscape improvements**

Scorecard	2000 - 2005 Up 15.5%	2005 - 2011 Up 2.3%	2000 - 2011 Up 18%
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There have been clearer changes and improvements to the townscape in Moneymore compared with the above quality. The situation at Baseline of key buildings in a state of dereliction has largely been solved. The overall townscape score has gone up significantly in the core of the town. Vacancy rates have reduced in the centre – although the closure of the post office stands out as having a disproportionately negative impact on the streetscape. There is more decay and more empty premises on the edges of the settlement. The perception of residents is that the town is still in need of attention, and that it is no better with respect to cleanliness and maintenance than other places; they also feel less positive about how well it is being maintained than they did in 2005. This runs against our assessment that the townscape score for public space management has actually gone up. This dimension of the research also shows that the heritage in view aspects of Moneymore have improved significantly with the investment from the THI.

## Economic regeneration

Scorecard	2000 - 2005 Up 4%	2005 - 2011 Down 0.7%	2000 - 2011 Up 4.7%
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Vacancy rates have fallen in the town centre, but risen on the edges. It is clear that new uses have come into the town, including a hotel, butchers, offices and more residential accommodation for rent to professionals. There is, then, more variety of uses in the town than there was prior to the THI. The evidence suggests that the economic sustainability of commercial uses in the town is seriously threatened by the economic downturn; demand has essentially collapsed. Footfall remains low, although traffic movement appears to be higher – but this is through traffic, rather than traffic as a consequence of Moneymore becoming more of a destination.

## Image and confidence building

Scorecard	2000 - 2005 Down 3.25%	2005 - 2011 Up 0.6%	2000 - 2011 Down 2.65%
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Residents no longer have an improving image of Moneymore. They feel the council is not investing in the place to the degree they did five years earlier; and there is no longer a high level of awareness of the THI. The perception of those involved directly in the THI is that whilst the town no longer has the image of being in terminal decline, the risk is that the economic downturn will mean that this perception cannot be sustained. As a place to visit, the town has improved, with its hotel and refurbished townscape, but the market for tourism is not strong. In addition, even where buildings have been restored – such as the Court House, and some of the commercial space in the Cornstore – they did not have immediate tenants at the time of the field-work.

## Draperstown

### Quality of life enhancement

Scorecard	2000 - 2005 Up 2.3%	2005 - 2011 Down 2.8%	2000 - 2011 Up 0.5%
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In some senses, quality of life for the residents of Draperstown has not improved since the THI began. Households are poorer, and unemployment rates have gone up – in line with local trends. There is also a growing pessimism about future job prospects. On the other hand, as a place to live, the town is seen as getting better, and there remains a strong sense amongst residents that the community is tight-knit. As with Moneymore, Draperstown feels to its inhabitants to be a safe place, but no better in this respect than it was at Baseline.

As a place to be the town has seen some improvement, with a Youth Club opening up, and some superficial improvements to shop fronts and other properties, funded by the THI. In addition, the new sports and community buildings have added opportunities for local people that were previously not there.

## Townscape improvements

Scorecard	2000 - 2005 Up 2%	2005 - 2011 Down 0.5%	2000 - 2011 Up 1.5%
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The townscape survey work suggests little overall change in streetscape quality for Draperstown. However, certain streets and views have improved, whilst others have become worse. The enhancement – and indeed change – is more piecemeal in Draperstown than Moneymore, due in part to the wider spread of the THI spend, and the fact that investment has happened in less prominent locations within the town. Earlier public realm works are beginning to look a bit tired. Failure to address one gap site in a prominent position has also brought the overall impression of streetscape quality down. The main improvements have been to façades and shop fronts, although there is now an increase in the amount of dereliction, compared with 2005. There has also been a slight decline in heritage quality over the previous five years. People's perceptions that the town has improved and will continue to improve in terms of cleanliness and maintenance are not as strong as they were.

## Economic regeneration

Scorecard	2000 - 2005 Up 0.62%	2005 - 2011 Down 0.7%	2000 - 2011 Up 0.08%
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There have been land use changes in Draperstown. The number of vacant premises had fallen between Baseline and 2005, but has begun to rise again. We took the closure of the Plantation Centre (a local visitor centre 'celebrating the plantation of Ulster') as an indicator of a more general lack of economic viability in the town – certainly one that depends on visitors/tourism; by 2011 it had still not re-opened. There has been no dramatic change in the retail offer, or its viability since Baseline: the town continues to function as a small commercial centre of a larger agricultural hinterland. Land values have fallen steeply, since 2005, previously to which they had risen strongly.

In essence, the THI investment has had little direct effect on the economic life of the town, although it has arguably contributed to its sustainability.

## Image and confidence building

Scorecard	2000 - 2005 Up 3.47%	2005 - 2011 Down 3.6%	2000 - 2011 Up 0.13%
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The image of Draperstown is mixed. Local people report that the town lacks investment from the council; but they also feel it has improved over the five years up to the survey, though less so than in the previous survey. As a place to shop and socialise, the town does not have a positive image, but it is seen to be safer than it was. The local THI trustee's view is that there had been greater investment, before 2008, but this has now collapsed. The town does not have a strong visitor identity, or many attractions, for that matter. Some existing businesses are doing reasonably, and new businesses have opened up locally, though not within the town itself. The underlying feeling is one of commercial uncertainty as a consequence of the larger economic situation.

### **3.8.6 Summary evaluation of the Drapers' Towns THI**

The Drapers' Towns THI is a challenging project to evaluate, given the split of spending over two sites. In our estimation, the Moneymore half has been more successful in terms of the townscape products – number and extent of buildings repaired and brought back into use, along with their relative prominence in the town. On the other hand, both communities have suffered the impact of the economic downturn, in terms of employment and commercial viability. The consequences of this are probably more marked in Draperstown, where an important historic terrace is gradually falling into decay through lack of demand. However, the project as a whole has demonstrated how two communities with different traditions can successfully collaborate through the medium of heritage-based regeneration, and have been able to build on this experience in developing other regeneration bids and projects.

Whilst the Drapers' Towns THI is spread over two separate villages, the research makes it clear that most of the aims of the scheme have been met in both communities – with the exception of the intention to fill key gap sites.

It is clear that the communities in both places were committed to the THI and its aims; and the success of the scheme as a whole was largely the result of the willingness of local landowners to apply for funding and contribute their own money.

Drapers' Towns THI represents, overall, good value for money. It has met most of its objectives, it has helped restore confidence in both communities; it has saved valuable historic buildings in both places; and it has created opportunities for further, future collaboration with positive consequences for the townscape in the two places. However, the sustainability of what had been achieved depends very much on how the larger economic picture develops.

### 3.9 WEST WEMYSS THI



The restored Tollbooth, West Wemyss

### **3.9.1 Background to the West Wemyss THI**

At Baseline, the small historic village of West Wemyss had suffered decades of decline and at that point contained the greatest concentration of derelict listed buildings in Fife. The majority of the older buildings in the village date back to the late 18<sup>th</sup> and early 19<sup>th</sup> century. The ownership of much of the village by Wemyss Estate helped to create a consistency in the size and form of plots and buildings. Although the character of the village is derived from the collective appearance of the buildings and townscape, there are also three landmark buildings. The Belvedere overlooks the harbour, the Tollbooth provides an historical focal point in the centre of the village, and St Aidens Parish Church marks the eastern end of the village.

The village was originally a feudal settlement serving nearby Wemyss Castle. In 1429, Royal permission was granted to mine coal and manufacture salt from the seawater. By 1457, there were six salt pans and a coal mine at West Wemyss. Salt production declined to one remaining pan by 1836. The coal trade however boomed in the 19<sup>th</sup> century and a west dock was built in the 1870s. The west dock was one of the principal coal export harbours on the Forth with rail connections to larger collieries in the area. The last colliery closed in 1914 and the harbour became redundant and fell into disrepair.

Prior to the THI project, two areas of significant change had occurred at the harbour and between 2-54 Main Street and the sea wall. The Coxstool buildings once lined the inner harbour walls but the character of this area changed with the infilling of the inner dock and harbour and the creation of a grassed area and car park. The dereliction of both buildings and land along Main Street had blighted the village for almost 20 years. Behind the Main Street were mine shafts, railway sidings and the town gas works, which whilst they have been cleared have left derelict ground with no public access. The 14 formerly derelict listed buildings in Main Street constitute the historic core and following recent repair schemes will become the only unimproved buildings in West Wemyss. Redevelopment of the 1960s to the 1980s has adversely affected the character and appearance of the village and redevelopment or demolition of some of this may be justified.

The population has fluctuated with the economic prosperity of the village. In 1790, it was the largest village in East Fife with a population of 769. By 1980 this had declined to 600. The population at Baseline was 150, but the THI work has meant that this has increased, by our estimation, to approximately 200.

#### **Goals of the scheme**

The aims of the West Wemyss THI did not change from when the award was first granted.

The objectives of the scheme were primarily:

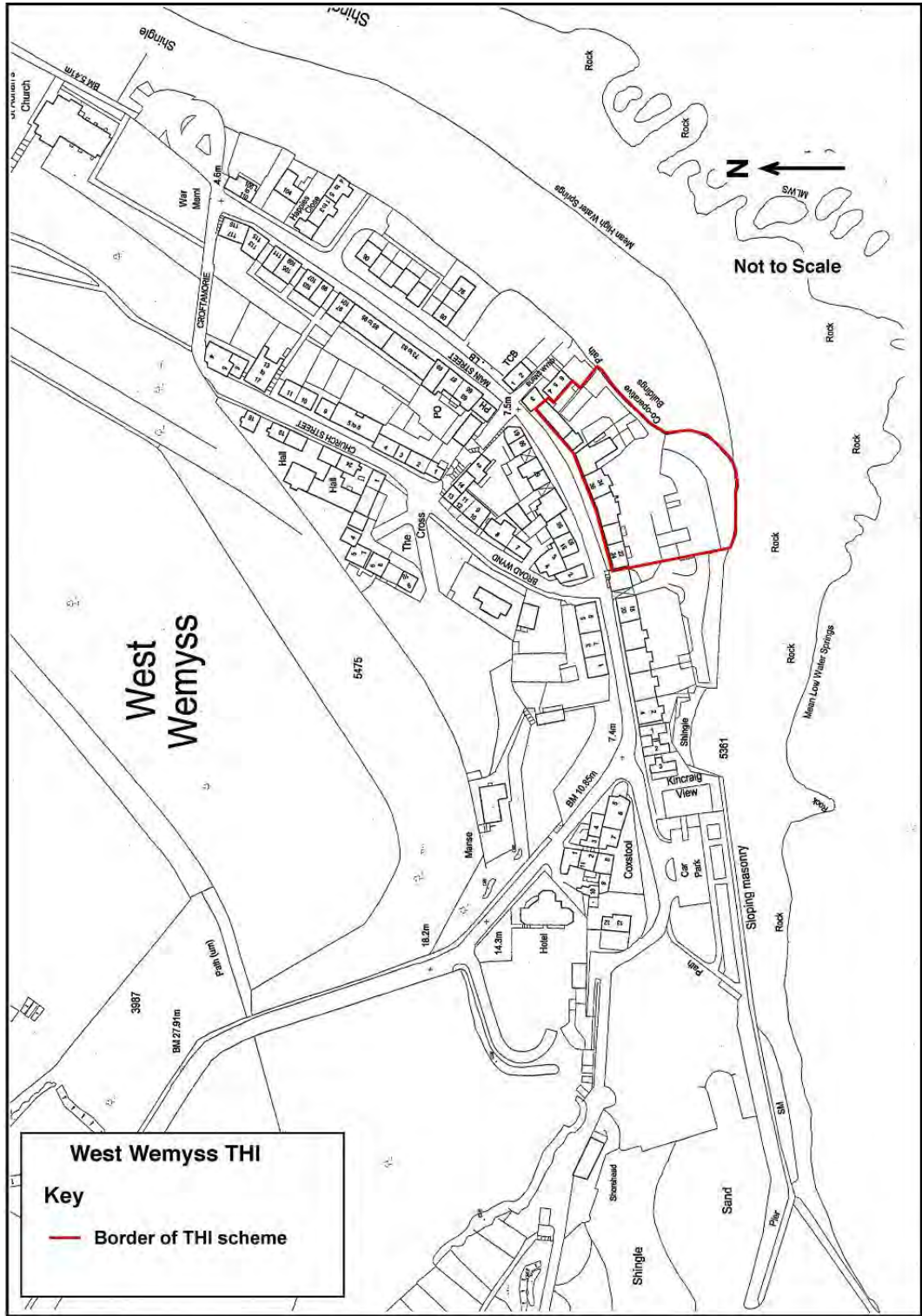
- Building repair, particularly concentrated on those buildings at 22-54 Main Street
- Reinstatement of architectural details
- Bringing vacant floor space into use

- Filling gap sites
- Public realm works

The overall strategy was to share the responsibility for restoration work in the village. The involvement of the THI partnership was hoped to resolve the most severe problems and lever in further private sector finance – which it succeeded in doing. The transfer of the most derelict buildings, 22-54 Main Street, to Fife Historic Buildings Trust was intended to lead to the restoration of these buildings and reduce the property holding of Wemyss Properties Limited.

Wemyss Properties would restore 2-20 Main Street and the 18<sup>th</sup> century Tollbooth which together with small-scale public realm works aimed at restoring the village and helping the community to regenerate. Their reduced land holding was intended to create a more balanced housing tenure mix and spread future maintenance burdens. Removal of blight and dereliction was envisaged as acting as a catalyst for more restoration and development of gap sites and increasing the visitor attraction of the village.





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THI boundary (shown in red) in West Wemyss

### 3.9.2 Funding and outputs in West Wemyss

Compared with the majority of other schemes examined in this study, the West Wemyss THI appears to have been relatively straightforward in terms of funding and the delivery of its original goals through the application of the grant. This is probably explained by the small size of the project, and the fact that there was a single landowner – Wemyss Estates.

The principal investment of the THI was in the restoration of a key terrace of dwellings on the main street, bringing back into occupation 13 houses in all. As far as can be determined many of these properties were in imminent danger of collapse before the work began and had not been occupied for many years. The scheme also involved constructing an access road to the rear of these properties, adjacent to the sea front. At the time of the Oxford Brookes follow up visit in 2006, the construction of Wemyss Estates' 17 new houses was almost complete. By 2010 these all appeared to be occupied. The repair of the 18<sup>th</sup> century tollbooth, a landmark in the village, was a visible success for the THI although a suitable use had not been found due to access problems.

The THI work was completed in the autumn of 2001, well within the three-year grant period (due to conclude on April 1<sup>st</sup> 2002).

The THI partnership consisted of Fife Council, Fife Enterprise, Scottish Homes and Fife Historic Buildings Trust. Fife Council, Fife Enterprise, and Scottish Homes provided the finances for aspects of the THI scheme and supplied additional technical and business advice when required. Fife Historic Buildings Trust co-ordinated and led the THI scheme.

Common Fund	Contribution
HLF	£750,000 (50%)
Historic Scotland	£100 - 150,000
Fife Council	£10,000 pa
Fife Enterprise	£150 - 200,000
Scottish Homes	£150,000
Fife Environment Trust	£75,000
Eastern Scotland RECHAR II Prog	£214,500 - £75,000 (Scottish Enterprise) = £139,500
<b>Total</b>	<b>£1.5m (approx)</b>

Projects identified as critical to the overall scheme were:

- Restoration of 22-54 Main Street;
- Restoration of 2-20 Main Street
- Restoration of the Tollbooth
- Public realm works

By 2002, almost all grant monies awarded at the outset of the project were spent. A final £30,000 payment was made by HLF in June 2006, making HLF's total payments match the original grant award of £750,000. All projects identified in the bid were successfully completed, including all critical projects, leading to the repair of forty residential properties. The mediaeval Tollbooth was also restored, although in 2006 it remained unused because it had no disabled

access. Our visit in 2010 suggests that this remains the case.

Contacted in 2012, the THI officer for the project reported that there had been no changes since 2006 in terms of vacancy rates, or uses of the buildings restored. No jobs have been created since the funding was entirely for residential properties – with the exception of the Tollbooth.

### **3.9.3 Findings by data type for West Wemyss**

#### **Townscape survey**

Twenty-four views were scored and the findings from Baseline, Interim, 2006 and 2010 stages in the research were compared. In addition, we undertook a land use survey to map changes in use, and particularly vacancy rates. This work was carried out in the late autumn of 2010, some eight years or more after the THI project had been finished.

The townscape survey shows that in every respect West Wemyss has improved as a direct consequence of the THI investment. In particular, the streets and buildings are cleaner and better maintained; the conservation standard has improved, and where there are new buildings these fit into the local streetscape appropriately. The pedestrian environment is generally much better, and there is little dereliction, where there had been a substantial quantity creating a general air of gloom and decay. Main Street and the rear, sea-facing elevation to this, have improved dramatically. This has been helped, not a little, by the restoration of sea defences, and the coastal walk which, whilst not paid for by the THI is directly attributable to it. The land use survey indicates that the village has been saved, at least for the moment, from further dereliction – with additional housing, and very few vacant properties.

The land use survey also indicates a very great improvement, with the main terrace of housing on Main Street – the focus of the THI – being restored and brought back into use; and new flats being constructed and occupied. On the downside, the Belvedere Hotel has shut, as has the pub.

#### **Household questionnaire**

In the summer of 2010, 500 questionnaires were posted to all households in the village, and to surrounding communities. In the previous surveys, only the households in the village were surveyed, resulting in a very small return. Fifty-nine were completed – a response rate of around 12%. This compares with around twenty-nine in the previous survey. The results were analysed and compared with the results from the same questionnaires sent out in 2001 and 2005.

The overall trend from 2001 to 2010 in relation to residents' attitudes is reasonably clear. They feel that as a place to live West Wemyss has improved: it is safer and cleaner than at Baseline; however, there has been no improvement in perceptions of Wemyss as a place to socialise, work or do business – and it continues to be seen very negatively. Incomes have improved, although the

employment context is complex with contradictory trends in terms of claimant levels and employment levels.

The evidence is clearer in terms of respondents' sense of community – which is now weaker than it was at Baseline – although the survey was conducted prior to the 'community hub' opening. What is evident, however, is the resentment of long-term residents of 'outsiders' to the village – either as new residents treating Wemyss as a dormitory; or as 'busy-bodies', getting involved in local politics.

It is seen as having a number of attractions – including the sea walk, and the village itself, but as also having little to offer the visitor.

## **Interviews**

A number of SWOTs were sent out, but only one was returned. We did speak to the new manager of the community hub, and have drawn on interviews on the West Wemyss village web site, representing views of local residents and local councillors. It proved impossible to arrange an interview with the THI officer, who had, in any event, left the project on completion. We have used data from the 2002 work which provided adequate factual information and some comments on the scheme with which we could compare with our own observations, and informal conversations with local people in 2010.

The overall sense from these 'stakeholder' views is that West Wemyss has been saved from being lost through neglect by the THI, but that its future prospects as anything more than a dormitory for the larger towns around remains uncertain. There is no doubt that the residential properties are now viable, and have brought new life into the village; but the consequence of this, as with any perceived form of gentrification, is a divide between the original inhabitants and the incomers.

There is a strong sense from local people that the THI has also been the catalyst for greater community involvement – the village hub, again is cited as an initiative that would not have happened without the confidence provided by the success of the THI.

There is, on the other hand, a suspicion of the intentions and interests of the Wemyss Estates as the main landowner in the village, as residents see property prices and rents rising.

## **Secondary data**

Data was collected on employment and claimant levels, as well as property prices to provide some sort of context for change in the village. What this reveals is that Wemyss is performing marginally better in employment terms than the wider local area; but that property is not – although it has continued to increase in value over the ten year period.

### **3.9.4 Additional impacts of the West Wemyss THI**

Additional impacts of the THI are captured using the balanced scorecard, described in section 2 of this report. This allows changes brought about by the investment to be tracked over time against the four main themes of the project. The scorecard for each of the three points in the research are set out below, followed by a brief commentary of what these reveal about the additional impacts of the scheme on West Wemyss.

The balanced scorecard shows a 6% improvement in the qualities that can be quantitatively rendered – this change occurring prior to 2006, from which time no overall change has occurred. The greatest improvement has been in townscape quality – a 9% change. Quality of life, however, has remained static in the same period. These results have to be taken with the qualitative data and findings for a full picture of change to be appreciated in the village.

### The Balanced Scorecard for West Wemyss -2011

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			58.8
Employment and Income	20	13.10	65.50
Education And Personal Aspirations	20	12.32	61.60
Sense of Community and Social Inclusion	20	9.56	47.80
Security, Crime and Order	20	12.07	60.35
<b>Indicators of Townscape Improvements</b>			65.7
Townscape Quality	20	13.80	69.00
Public Space Management	20	13.76	68.80
Private Space and Façade Management	20	11.10	55.50
Heritage Interpretation	20	13.90	69.50
<b>Indicators of Economic Regeneration</b>			57.7
Land Use Changes	20	12.20	61.00
Retail Usage and Demand	20	6.40	32.00
Capital Values and yields	20	11.91	59.53
Pedestrian Usage and Traffic Flow	20	15.65	78.27
<b>Indicators of Image and Confidence Building</b>			65.8
Media Coverage and Perceptions	20	12.93	64.65
Attitudes of Citizens and Community Leaders	20	14.22	71.10
Visitation and Sustainability	20	12.79	63.93
Business Vitality and Investment	20	12.74	63.70
<b>Total</b>	<b>320</b>	<b>198.45</b>	<b>62.0</b>

### The Balanced Scorecard of West Wemyss 2006

Indicator	Possible-Max	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20.00	10.38	51.90
Education And Personal Aspirations	20.00	11.56	57.80
Sense of Community and Social Inclusion	20.00	11.22	56.10
Security, Crime and Order	20.00	12.56	62.80
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20.00	13.80	69.00
Public Space Management	20.00	13.53	67.65
Private Space and Façade Management	20.00	11.70	58.50
Heritage Interpretation	20.00	13.89	69.45
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20.00	12.20	61.00
Retail Usage and Demand	20.00	5.96	29.80
Capital Values and yields	20.00	14.56	72.80
Pedestrian Usage and Traffic Flow	20.00	15.72	78.60
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20.00	14.38	71.90
Attitudes of Citizens and Community Leaders	20.00	13.46	67.30
Visitation and Sustainability	20.00	12.44	62.20
Business Vitality and Investment	20.00	13.41	67.05
<b>Total</b>	<b>320.00</b>	<b>200.77</b>	<b>62.7</b>

### The Balanced Scorecard of West Wemyss 2000

Indicator	PossibleScore	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	10.27	51.35
Education And Personal Aspirations	20	12.1	60.5
Sense of Community and Social Inclusion	20	11.72	58.6
Security, Crime and Order	20	12.91	64.55
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	11.8	59
Public Space Management	20	10.05	50.25
Private Space and Façade Management	20	10	50
Heritage Interpretation	20	11.4	57
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	8.6	43
Retail Usage and Demand	20	6	30
Capital Values and yields	20	12.46	62.3
Pedestrian Usage and Traffic Flow	20	14.87	74.35
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	12.77	63.85
Attitudes of Citizens and Community Leaders	20	14.46	72.3
Visitation and Sustainability	20	7.87	39.35
Business Vitality and Investment	20	12.61	63.05
<b>Total</b>	<b>320</b>	<b>179.88</b>	<b>56.2</b>

## Quality of life enhancement

Scorecard	2001 - 2006 Down 1%	2006 - 2010 Up 1.8%	2001 - 2010 Up 0.8%
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At interim stage (2002), we observed that the THI has had an entirely positive effect with respect to this theme. In particular, anecdotal evidence suggested that there was greater pride in the village, and a greater sense of optimism following years of neglect and under investment. Local people had more confidence that this is a place worth remaining in, and in real terms the population was growing – with 13 restored properties and an additional 17 to be built by Wemyss Properties.

The situation in 2006 had not entirely borne out this optimism. Residents were less confident about future job prospects; whilst incomes have improved, they continue to be very low; and unemployment levels remain high. There appeared to be fewer jobs in the village than in 2002. This trend has continued to the 2010 survey. There is a general sense that the village has few, if any, of the amenities – employment, shopping, leisure – to sustain a community. Although the majority of residents still see the village as being ‘tight-knit’, this is a less strong perception than in the earlier surveys. In addition, the restored housing which has been offered to existing residents for well below market rates, has ensured that some villagers have remained in West Wemyss; although there is a resentment of wealthier outsiders buying up or renting properties. There is a continuing perception that West Wemyss is a safe place to live, and the reality in terms of crime rates seems to support this.

## Townscape improvements

Scorecard	2001 - 2006 Up 9%	2006 - 2010 Up 0.7%	2001 - 2010 Up 9.7%
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The townscape survey shows that West Wemyss has improved dramatically overall since Baseline, but that it has fallen back a little since the 2006 research – particularly in relation to detailing and finishes. People believe that the village is much cleaner and better maintained than in 2001. When asked, they also included the village as an attraction for visitors, which had not been the case at Baseline. The townscape scoring shows that the village has improved in terms of the pedestrian environment, cleanliness, and heritage in view – conserved elements, and quality of conservation work. The new housing within the village, built as a direct consequence of the THI investment, has improved the look of West Wemyss, and is architecturally in keeping with the rest of the village. The landscape improvements to the seaward edge of the village have also contributed significantly to its townscape quality. The stakeholder view is that the village has been saved after 25 years of decline. The only two issues of concern are the lack of variety in land use – which has got worse with the closure of the pub and hotel – and finding a future use for the Tollbooth.

## Economic regeneration

Scorecard	2001 - 2006 Up 8%	2006 - 2010 Down 2.3%	2001 - 2010 Up 5.7%
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The THI work has halted the economic decline of West Wemyss to the extent that it has brought in new residents, and has created the potential for more visitors. In general, the land use changes have been positive: there were 17 vacant properties in 2001, and there are now four, as far as we could establish, with an additional 17 homes. However, commercial life is marginal, at best: the pub has closed, as has the hotel. The number of owner-occupiers has increased. Local people seem more willing to invest their own money in where they live than they were. Footfall has probably increased, because of the opening up of the coastal footpath that runs by the village, although we were not able to observe this directly.

House prices have increased in line with trends elsewhere in the area, although the properties within the THI area have been sold at well below market rates in order to attract local people.

## Image and confidence building

Scorecard	2001 - 2006 Up 8%	2006 - 2010 Down 1.2%	2001 - 2010 Up 6.8%
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As suggested above, there is a mixed picture in terms of image and confidence for residents in West Wemyss. There is an overall sense that the village has improved, although in terms of specific qualities such as shopping and jobs it is still seen negatively. However, it is felt to be safe, clean and well maintained. The stakeholders view is that the place has been 'saved' from terminal decline, and 'transformed' by the THI investment and what this has led to. The fact remains that there are few opportunities for business and economic activity, and the only measure of confidence is people's preparedness to stay, and increases in property values. By both standards, West Wemyss has improved since Baseline dramatically. From an outsider's point of view, the image of the village is more positive; there is a marginally higher footfall, and the streetscape quality is much better. But, without a community and commercial heart – which the new 'hub' may address – confidence of local people in the village as a place that meets their daily needs will be fragile.

### 3.9.5 Summary evaluation of the West Wemyss THI

In many respects, the West Wemyss THI represents good value for money. It was delivered on time, and to budget, and all the projects identified in the original proposal were completed. The village has been transformed in townscape terms and in terms of numbers of residents and property values, as well as local pride and confidence. However, whilst there were significant improvements in the early years, and although these have been maintained, the rate of improvement across all measures has slowed since the mid-2000s, in line with other schemes reviewed.

All projects identified in the bid were successfully completed, including all critical



projects, leading to the repair of forty residential properties. The mediaeval Tollbooth was also restored, although in 2010 it remained unused because it had no disabled access.

In addition, the presence of a THI was critical to securing funding from Scottish Enterprises for restoring the sea defences, and the coastal path that runs between the village and the sea.

The scheme has been an overall success in terms of the repair of the townscape of West Wemyss, and in bringing a number of vacant properties back into use. In addition, it has created local community confidence, and as a consequence has levered a subsequent Big Lottery bid for funding under the Village SOS programme, to convert a vacant property into a community hub. At the time of the fieldwork in 2010 this was about to start trading.

## 3.10 NEWPORT THI



The view looking north along Lower Dock Street captures several of the important aspects of the Newport THI scheme. The building on the left is a new construction designed to fit with its neighbours. The other buildings on the block have undergone renovation whilst across the street, on former industrial land, is a new government office complex. This combination of restored historic buildings and appropriate new building offers hope for Newport's future.

### 3.10.1 Background to the Newport THI

Newport lies on the River Usk, on land rising above lowlands that are part of the expansive Severn Estuary. The most prominent features in the landscape are the M4 motorway, and the main railway between Bristol and Cardiff, both running through the centre of the town. Newport has the ruins of a mediaeval castle but the regular grid street pattern comes from the mid-19<sup>th</sup> century. Most of the buildings are two to three storey structures of red brick but there are some rubble stone walls, ashlar, yellow brick and stucco buildings. In style, the buildings range from very plain terrace houses, through Georgian Revival and Victorian, to Edwardian. There are a number of structures built within the last generation and now many new buildings rising from brownfields along the river.

As with many other communities in South Wales, the economy of Newport suffered from the Great Depression and began to decline further following the Second World War. The winding up of the collieries and the shift to containerisation affected small and medium sized ports such as Newport. It continued as an agricultural market town and is now set to benefit from the growth of modern, often high-tech, manufacturing in Wales, but the town has not yet recovered the regional prominence it had during its most prosperous period a hundred years ago. In 2002, the former County Borough of Newport became the City of Newport by Royal Proclamation.

The conservation district of Newport, which was designated in 1995, is comprised of three fairly distinct areas: the Drill Hall Quarter, the Tredegar Market Quarter and the Lower Dock Street frontage. The THI area centres on Lower Dock Street in what is known as the Pillgwenlly Ward and extends from the Kingsway at the north-west end to Dolphin Street and Uskway to the south-east. For the most part the THI area only extends to the back of the properties that front on Lower Dock Street.

Prior to 1999, there had been little or no public spending on historic conservation or restoration and there did not appear to have been any overall planning context for the initiatives in Pillgwenlly Ward. An example of this is that the original Pennant paving was, through consecutive periods of highway maintenance, entirely replaced by tarmac road surface and concrete kerbs. There has been public sector spending in the town centre closer to the railway and motorway but the efforts in appear to be ad hoc. As a result, many of the buildings in the Lower Dock Street neighbourhood, whilst structurally sound, had lost their historic detailing and were in poor repair.

In 2000, the Lower Dock Street THI began and the Newport Borough Council established a Housing Group Repair scheme, which was complementary to and partly funded by the THI. THI awarded £1.2 million of Supplementary Credit approvals to over 70 properties. This was a conservation-led approach to property refurbishment with the same specification of works as a THI funded project. In spite of these investments there appears to have been little private sector investment beyond the THI supported buildings. This stage of investment also makes it somewhat difficult to determine the specific impact of the later THI scheme. There does not appear to have been any overall planning context for the Lower Dock Street initiatives. There has been public spending in the town centre

and in the last five years along the River Usk particularly in conjunction with the expansion of the University of Wales, Newport.

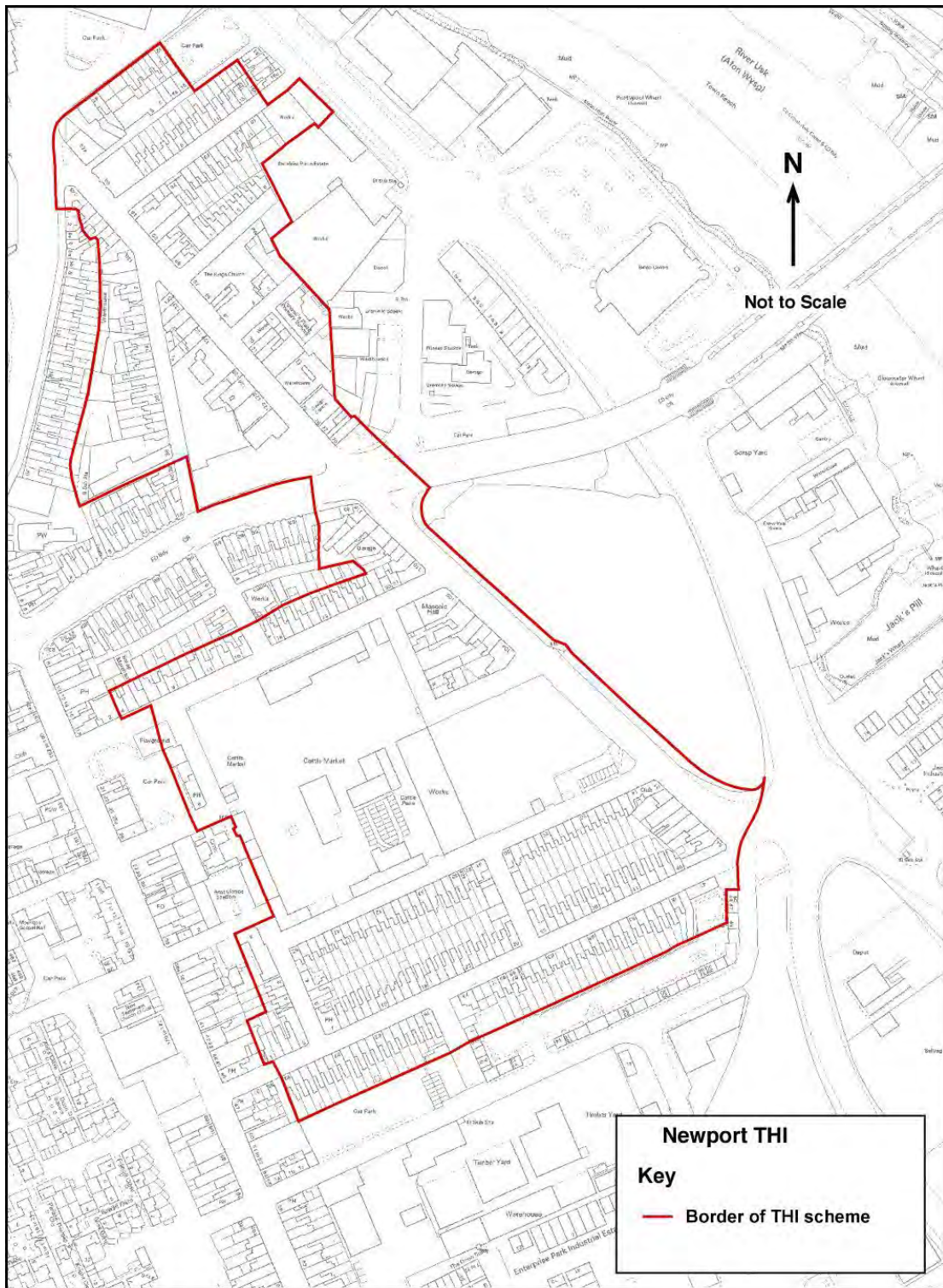
### **Goals of the scheme**

The specific goals of the Newport THI project were not clear to the OBU team from the documentation made available by the HLF. There was an overall implied goal of improving the historic quality of public space and of the reinstatement of architectural detail that had been lost. The particular needs of about 50 of the 120 or so properties within the THI area were outlined in an appendix to the original THI submission. As well, there was a set of maps indicating priority areas for public realm improvements and a list of seven properties that were considered priorities.

These sites were:

- 42 Emlyn Street
- 140-143 Lower Dock Street
- 74 Lower Dock Street
- 75-76 Lower Dock Street
- 114 Lower Dock Street
- 104 Lower Dock Street
- 77-78 Lower Dock Street

Several other buildings were listed but their priority was unclear. It appears that the THI Phase I was expected to result in the refurbishment of 26 properties.



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THI Boundary (shown in red) in Newport

### 3.10.2 Funding and outputs in Newport

The Newport THI scheme was proposed in 1999 but did not commence until 2000. There were three partners in addition to the HLF, the Newport County Borough Council<sup>13</sup> (Urban Regeneration Division, Housing Division and Planning Services Division), the Welsh Development Agency, CADW (Welsh Historic Monuments) and the National Assembly of Wales Local Regeneration Fund.

The Common Fund was to have been £1.8m with £800,000 from the HLF whilst entire scheme was to have worth almost £3.5m when private sector investment was included. According to the information provided in 2005, however, just over £2m had been spent in total but £1.85m of that was from THI funds (see summary of outputs, end 2005, below).

It can only be said that attempting to understand the complexity of funding in the case of the Newport THI is a challenge. Whilst Phase I of the project was scheduled to end in 2006 it was in fact extended to 31 December 2007. When the OBU Five Year Report was completed in July 2007, £560,000 of the HLF grant had been claimed and paid, equivalent to 70% of the total £800,000 award to the THI scheme. By that time, the Phase II THI was projected to have a Common Fund of £2.1m and was due to be complete in 2010. No expenditure figures were provided to the OBU team after 2005.

There was a range of successful projects completed in the decade of the Newport THI but also examples where success was elusive. Work on individual houses appears to have improved the stock and in that sense met the implicit goals. Examples of housing regeneration can be seen on Dolphin Street. The Chandlery Restaurant at 77/78 Lower Dock Street was another successful project. In 2000, it was owned by an adjacent auto parts firm and was derelict. By 2005, it was a popular eating spot and was still operating in 2011 under new management, indicating the business had been sold on.

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<sup>13</sup> In 2002 Newport became a City by Royal Proclamation.

## Summary of outputs, end 2005

Location	Description/condition of building before THI funded work	Total project cost	Common Fund grant payment	Use before THI	Use after THI (July 2006)	Employment after THI
77/78 Lower Dock Street	'The Chandlery' Grade II listed building, derelict	£600,000	£404,000	Partial use	Restaurant	7 full-time, 15 part-time
49/50 George Street/116 Lower Dock Street	'Jessamans', Derelict	£730,000	£381,000	Vacant	In use by a charity for homeless people	
108 Lower Dock Street	Grade II listed, 3 storey building	£83,000	£63,000	Vacant	Restaurant and residential	2 full-time, 3 part-time
4-6 Mellon Street		£193,000	£115,000	Vacant	4 residential mews	N/A
Dolphin Inn, Dolphin Street	Public House building	£47,000	£26,000	Vacant	Public House	
91 Lower Dock Street (The Riverview Club)	Public House building	£117,000	£50,000	Social club/institute	Social club/institute	1 full-time
63 Lower Dock Street	Refurbished (Housing Group Repair Scheme Project)	£120,000	£78,000	Carpet Shop	Carpet Shop and more floor space brought into use	3 full-time 1 part-time
50 Dolphin Street	Refurbished (Housing Group Repair Scheme Project)	£25,000	£18,000	Residential	Residential	N/A
27 Ruperra Street	Derelict. (Housing Group Repair Scheme project)	£105,000	£50,000	Vacant	Residential	N/A
		<b>£2,020,000</b>	<b>£1,185,000</b>			

One of the properties not originally listed as a priority site in 2000 is an interesting case. The site at 84/87 Lower Dock Street was a prominent problem because it was listed but in ruins. A BBC production of the popular sci-fi series *Doctor Who* was shot here in 2005 using the building as a stand-in for a WWII London bomb site. In the end, the idea of trying to save the remnant of the corner building was abandoned. A new building was constructed, and together with the three adjoining properties, converted to eleven residential and three commercial units. The work was scheduled for completion in 2008 and might be one of the most significant final outputs of the THI scheme. During the 2011 site visit, however, the corner unit was still empty.

Three building or business projects that were not part of the THI scheme are, nevertheless, having an impact. The Pillgwenlly ASDA now occupies the former cattle market in the centre of the area, has brought many shoppers into the neighbourhood and provides a better appearance and vitality. The £35m University of Wales, Newport, campus officially opened in early 2011 and a number of its structures, along with such public buildings as the Probation

Service office, are located close to the Lower Dock Street THI area on previously vacant land. These institutions also have the potential of stimulating both social and economic activity in the Pillgwenlly Ward.

The business known as George Street Furnishers has operated in the area for decades and now occupies space in a series of repurposed premises along Mellon and Lower Dock Streets including a third floor passageway that joins buildings across Mellon Street. This business is successful enough that other occupants of the street have complained to a City Councillor about the lorry traffic. To our knowledge, none of the buildings occupied by George Street Furnishers received THI support yet across George Street, an historic building known as Jessamans' has received £381,000 in THI funding and in 2011 remained vacant.

### **3.10.3 Findings by data type for Newport**

#### **Townscape survey**

The scores from the townscape surveys of the Newport Lower Dock Street THI show a strong increase in the appearance of the neighbourhood over the years when the scheme was investing. Not only has the overall score jumped from 2.7 to 3.2 on the five point scale but the impression score, the initial sense that the observer has of the streets, is now above the aggregate score. That indicates a clear impression of improvement.

The changes are particularly apparent in certain measures such as coherence and legibility, meaning the streets are now more complete and it is easier to find one's way. The higher scores for appropriate resting places and absence of dereliction show that the streets are friendlier. Finally, there is more place reference, which may indicate some improvement in the sense of place at the official level at least. A look at the maps below indicating the scores of different views shows the decrease over time in the darker shades, which indicate lower scores.

#### **Household questionnaire**

In 2011, there were 97 respondents to the household survey, which was almost double the previous response in 2005 and represents close to a 20% return rate. Almost 70% said they and their families had lived in the area for over 20 years. Only 10% of respondents were under the age of 30.

The relatively large number of responses and the long residency should give additional weight to the results. However, the responses are somewhat discouraging in terms of the hoped-for impacts of the THI scheme. Of the 25 questions where the mean score is recorded, 18 show declines, five show increases and two remained the same. The clear indication is that the people of the Lower Dock Street area are neither optimistic nor encouraged about their current state or future prospects. This is in spite of the much-improved appearance of the neighbourhood. One bright indication from the questionnaires is a drop in reported crime.



## **Interviews**

No interviews were conducted during the site visit in 2011 since none of the local officials had responded to requests and local residents and business people were reluctant to talk. However, some informal questions were answered by local people, particularly concerning business turnover. Subsequent to the site visit, two parties returned written responses to interview requests. One was a former City Councillor and the other a current member of the Council. The first felt that the Council cared about the area and had invested. He also noted the visual improvement and particularly the opportunity provided by the expanding new university campus. He thought that the residents had the perception that the THI had made a difference to their lives and aspirations. Concern for lorry traffic to and from the furnishers on Mellon Street was mentioned. The current Councillor was concerned about the potential that people living above shops might be displaced by others who could pay higher rents. He felt the function of the THI was to lift spirits. The most interesting comment was that the introduction of wheeled trash bins almost negated the very principles of THI. The views of the two councillors were not necessarily reflected in the household questionnaires.

## **Secondary data**

Not all of the secondary data items that were collected during the Baseline study in 2000 have been available over the eleven year period of the study. Of the six statistical measures contained in the 2005 report, it was still possible to access data on five. However, there were a sufficiently large number of data sources included in the original research plan that even with a reduced number there remains sufficient material to make informed comparisons in conditions at different time periods.

### **3.10.4 Additional impacts of the Newport THI**

Additional impacts of the THI are captured using the balanced scorecard, described in section 2 of this report. This allows changes brought about by the investment to be tracked over time against the four main themes of the project. The scorecard for each of the three points in the research are set out below, followed by a brief commentary of what these reveal about the additional impacts of the scheme on Newport.

What is clear from the balanced scorecard for Newport is that the overall score has remained relatively constant but the measures for quality of life, economic regeneration and confidence have all fallen slightly since 2000. The townscape scores, on the other hand, have increased enough to keep the total score the same.

<b>The Balanced Scorecard for Newport -2011</b>			
<b>Indicator</b>	<b>Possible-Maximum</b>	<b>Adj. Site Score</b>	<b>%</b>
<b>Indicators of Quality of Life Enhancement</b>			50.0
Employment and Income	20	8.00	40.00
Education And Personal Aspirations	20	12.92	64.60
Sense of Community and Social Inclusion	20	9.94	49.70
Security, Crime and Order	20	9.14	45.70
<b>Indicators of Townscape Improvements</b>			63.6
Townscape Quality	20	13.10	65.50
Public Space Management	20	11.82	59.10
Private Space and Façade Management	20	13.10	65.50
Heritage Interpretation	20	12.83	64.15
<b>Indicators of Economic Regeneration</b>			62.5
Land Use Changes	20	13.60	68.00
Retail Usage and Demand	20	8.06	40.30
Capital Values and yields	20	15.00	75.00
Pedestrian Usage and Traffic Flow	20	13.33	66.67
<b>Indicators of Image and Confidence Building</b>			54.6
Media Coverage and Perceptions	20	10.21	51.05
Attitudes of Citizens and Community Leaders	20	9.62	48.10
Visitation and Sustainability	20	11.12	55.60
Business Vitality and Investment	20	12.70	63.50
<b>Total</b>	<b>320</b>	<b>184.49</b>	<b>57.7</b>

#### Balanced Scorecard for 2005

<b>Indicator</b>	<b>Possible-Maximum</b>	<b>Adj. Site Score</b>	<b>%</b>
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	10.24	51.2
Education And Personal Aspirations	20	9.65	48.27
Sense of Community and Social Inclusion	20	10.96	54.8
Security, Crime and Order	20	8.57	42.85
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	10.7	53.5
Public Space Management	20	10.44	52.2
Private Space and Façade Management	20	11.1	55.5
Heritage Interpretation	20	11.26	56.3
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	11.6	58
Retail Usage and Demand	20	9.7	48.5
Capital Values and yields	20	15.52	77.6
Pedestrian Usage and Traffic Flow	20	13.41	67.07
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	12.55	62.75
Attitudes of Citizens and Community Leaders	20	10.52	52.6
Visitation and Sustainability	20	10.64	53.2
Business Vitality and Investment	20	13.31	66.55
<b>Total</b>	<b>320</b>	<b>180.18</b>	<b>56.3</b>

#### Balanced Scorecard for 2000

<b>Indicator</b>	<b>Possible-Score</b>	<b>Adj. Site Score</b>	<b>%</b>
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	10.56	52.8
Education And Personal Aspirations	20	11.86	59.3
Sense of Community and Social Inclusion	20	10.64	53.2
Security, Crime and Order	20	9.08	45.4
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	10.3	51.5
Public Space Management	20	10.16	50.8
Private Space and Façade Management	20	10.6	53
Heritage Interpretation	20	10.45	52.25
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	10.2	51
Retail Usage and Demand	20	10.24	51.2
Capital Values and yields	20	15.96	79.8
Pedestrian Usage and Traffic Flow	20	13.64	68.2
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	11.93	59.65
Attitudes of Citizens and Community Leaders	20	10.17	50.85
Visitation and Sustainability	20	10.4	52
Business Vitality and Investment	20	13.21	66.05
<b>Total</b>	<b>320</b>	<b>179.4</b>	<b>56.1</b>

## Quality of life enhancement

Scorecard	2000 - 2005 Down 3.4%	2005 - 2011 Up 0.72%	2000 - 2011 Down 2.68%
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There are good and bad news stories concerning the quality of life in Newport. Incomes, according to the household questionnaire, appear to have improved a little but the number of people employed has fallen. Whilst improving, the incomes are still modest. Long-term unemployment remains stubbornly at about 12%, but of the people working, there are more full time and fewer part time jobs. School results are encouraging, with local students now surpassing their regional counterparts, yet the outlook for income improvement among adults, according to the vast majority of questionnaire respondents, is grim. People's sense of the sociability and closeness of the community has slipped over the last decade. On a brighter note, reported crime has fallen, although it is still high and people's fear of crime persists. Whilst the total scores for measures of quality of life rose slightly between 2005 and 2011, the trend over the whole decade was slightly down. The interpretation here is that in fact, in the midst of a global economic downturn, Newport's Lower Dock Street area – which has long been one of the poorest areas of South Wales – actually held its own. Our sense is that physical improvements to the built fabric played at least some role in stabilising the social situation.

## Townscape improvements

Scorecard	2000 - 2005 Up 2.49%	2005 - 2011 Up 9.22%	2000 – 2011 Up 11.71%
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There is no doubt that the Lower Dock Street area is an improved townscape as a result of the THI. Strides in the measures of architectural coherence and legibility, or ease of navigating the streets, have ensured that townscape scores have increased by almost 12% in eleven years. It is a notably better environment for walking and when one walks one sees high quality restoration work. Whilst some of the improvement originates with forces outside the THI, such as redevelopment of the Cattle Market for the ASDA and the government and university buildings, the fabric within the conservation area is now ready to take advantage of the new stimulus in neighbourhood revitalisation. It appears that the scale of the investment was enough to make a noticeable difference on most streets in the district. If there is a down side, it might be that few people (14%) associate the improvements with the HLF.

## Economic regeneration

Scorecard	2000 - 2005 Up 0.24%	2005 - 2011 Down 0.29%	2000 - 2011 Down 0.05%
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The measures used to gauge economic regeneration in Newport have remained almost unchanged over the eleven years of OBU evaluation team observation. There is a slightly lower vacancy rate and a considerable amount of land that was derelict is now back in use. Nevertheless, there are still some disappointments in the form of fully restored building standing empty. Whilst there are what might be encouraging signs, such as a notable rise in property values, there is the accompanying concern over the potential of gentrification. This trend would see

outside people buying houses and driving up prices until they were out of reach of the people with the income levels that are currently found in the neighbourhood. Enthusiasm for the district as a place to either do business or to shop has steadily eroded over the last decade. A troubling 56% of people think there are serious problems with shopping and this may be linked to the appearance of the ASDA Superstore, which is a regional retail centre and may be driving up prices. Perhaps the best thing that can be said is that a steady state exists economically in the area when one might not have been surprised to have seen a decline. With the exception of the rising house values most of the trends noted here are outside the potential for a THI scheme to influence.

### Image and confidence building

Scorecard	2000 - 2005 Up 1.64%	2005 - 2011 Down 4.18%	2000 - 2011 Down 2.54%
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People in the Pillgwenlly Ward feel quite good about the investment that has been made by their City Council and are not unhappy with the coverage the area receives from the local media. This feeling may be a carry-over from the past when they could see improvements being made and had some level of optimism for the future. More recently, however, that positive feeling has faded. Where five and ten years ago there was a consistency in public support for local improvements, there is now a sharp split in opinion indicating that the benefit or perceived benefits are not being equally or fairly distributed. Newport's Lower Dock Street district is a place where in spite of what might be seen as an entrenched malaise, things are only a bit worse than they might have been in the current world.

### 3.10.5 Summary evaluation of the Newport THI

Newport has endured a long period of economic decline since its halcyon days as a seaport and centre for heavy manufacturing. It continues to be buffeted by the vagaries of global financial turmoil. It has, however, a good stock of historic and well-built buildings. It appears that the level of THI investment has been enough to create noticeable physical change on most streets. Whilst this expenditure has not exactly opened the floodgates of private investment and whilst some restored buildings remain underused, the heritage townscape of Lower Dock Street is in a position to benefit from what may be a pending upswing in the fortunes of the City. The restored urban fabric is ready to play its part in any new activity.

The HLF, however, had aspirations for the impact of THI schemes beyond building restoration. The question remains then whether the THI investment in Newport has had the desired social and economic impacts. The answer is that it has not dramatically turned around the fortunes of a low income and deprived neighbourhood. We believe, however, that Newport's Lower Dock Street has not got any worse and that the improvements in the urban fabric have been effective in arresting further decline. With the stimulus of the University campus, the increased activity generated by government offices and the rising property values, the area's future might well improve. The potential changes will of

course have their own, not always positive effects but a flexible set of residential and commercial building spaces will be an asset in any eventuality.

In summary, following twelve years and two phases of HLF investment it can be concluded that the Lower Dock Street THI scheme has been successful in improving the physical fabric of the townscape. In terms of quality of life, economic regeneration and confidence and image goals, the verdict is somewhat less sanguine. What can be said is the Newport has held its own in a difficult economic environment and is positioned to be able to benefit from future opportunities. The problems that remain in the community are beyond the scope of an urban regeneration scheme to correct.

### 3.11 CLEATOR MOOR THI



These two pictures tell much about Cleator Moor – the board above shows that there is a lot of empty capacity in the Phoenix business centre and the War Memorial is almost a symbol of the town as injured and needing care

### **3.11.1 Background to the Cleator Moor THI**

Cleator Moor is located in West Cumbria, in the north of Copeland Borough close to the neighbouring towns of Egremont and Whitehaven, the latter being the principal town, and administrative centre of the Borough. Cleator Moor is a few miles from the coast and on the edge of the Lake District National Park. In 2001, the civil parish was home to slightly under 7,000 people. However, the population had been falling over the past decades.

The origins of Cleator Moor date back to the early 19<sup>th</sup> century. The Victorian town developed from a small linear settlement of dwellings housing miners in the nearby iron ore workings, to its more or less complete state by 1899. The town consisted of the well-defined Market Square and its civic buildings, a Co-op store, the High Street and a substantial amount of residential development, primarily in the form of terraces. Two schools were also built in this period, though no longer remain, having been demolished following subsidence, the collapse of underground shafts that caused the earth to give way under buildings.

Further development of the town occurred in the 20<sup>th</sup> century, particularly housing from the 1960s and 70s. This is quite different in urban form compared to its 19<sup>th</sup> century terraces. During the latter part of the 20<sup>th</sup> century, the town suffered from the decline, and eventual demise, of the mining industry. At the time of the initiation of the THI in 2000, the town was suffering from significant unemployment (7%) and consequent under-investment in the built fabric. A small but important industry called Kangol, manufacturing cloth caps, was a significant employer until it closed in 2008. Cleator Moor, in common with the borough as a whole, is now heavily dependent on the nearby Sellafield nuclear reprocessing plant nearby.

In 1999, in order to facilitate the THI application, the Council designated Cleator Moor Conservation Area. This comprised the largely 19<sup>th</sup> century core of the town, functionally and architecturally, including the High Street, Market Square and adjacent civic and public spaces and buildings. The town, whilst not particularly uncared for or neglected in its physical fabric, had a certain air of decline about it. A number of key buildings in, and around, the centre were vacant, and there was evidence of some upper floor vacancy on the main retail street. It was noted in the documents that supported the original THI application that the shops also suffered from the insertion of inappropriate shop fronts and signs. There had also been a clear and detrimental impact on the townscape quality of the Market Square resulting from the closure of the Co-op building, neglect of numbers 13 to 20 High Street, and the lack of care of the Columba Club as the dominant buildings here.

## Goals of the scheme

As part of the regeneration strategy, the overall aims of the Cleator Moor THI were:

- to revitalise the Market Square and High Street
- to make a marked improvement to the quality of the environment in the town within five years
- to bring back into use a number of key buildings in the town
- to raise awareness in the local community of the history of the town

Specifically, the THI is targeted at three types of activity:

- building repairs: this was to take up the bulk of the HLF grant
- bringing vacant floor space back into use
- filling gap sites

There were six key projects:

1. The Co-op building
2. The Columba Club
3. 13 to 20 High Street
4. St Kelvin's Hall
5. Site of former Picture House
6. Shopfront enhancements

At the time of the field visit in July 2006, a significant proportion of the key projects proposed within the original THI documentation had been completed, most notably the renovation of the former Co-op building that faces the town square, and the renovation of the prominent block of properties at 14-20 High Street (No. 13 did not take up the opportunity of a grant). Although not yet occupied at the time of the field visit, the formerly vacant Co-op shop premises had been refurbished to incorporate a mix of community, training and business uses. The Columba Club, which is also one of the most prominent buildings on the Market Place, was also eligible for a THI grant, but the opportunity was not taken up. However, the building was given a decorative facelift by the owners, contributing to an improved appearance to the centre of the town.





### **3.11.2 Funding and outputs in Cleator Moor**

Cleator Moor has received central government attention since the community development projects of the 1970s. In more recent years, prior to the THI, there was significant investment in the physical environment of Cleator Moor. This took the form of environmental improvements around the landmark civic buildings in the main square. This was paralleled by local community-driven efforts to revitalise and sustain the community, reflected in the presence of some 20 strong community groups working on various projects to improve the town. These efforts were coordinated by Cleator Moor Development Ltd. It is not known how much money was involved in these projects.

A Stage One application to the HLF was made in 1999. The Stage Two Application was submitted in March of 2000, and the award announced in September of that year. In addition to the HLF contribution to the THI, the Common Fund was made up of a number of other elements, including Single Regeneration Budget (SRB) 5 funding, Northwest Regional Development Agency (NWDA) funding and grants under the European Redevelopment Fund (ERDF). According to the original application, the HLF contribution of £412,094 was to be combined with contributions from the other sources amounting to £934 983, giving a combined Common Fund of £1,347,077.

Copeland Borough Council was responsible for underpinning the organisation, financial and management structures of the Cleator Moor Partnership, the delivery mechanism for the THI. The legal entity responsible for managing the THI is Cleator Moor Development Ltd, the local regeneration company established in 1997.

The THI in Cleator Moor constituted part of a multi-faceted regeneration strategy, which was to be focused on the town centre. The main thrust of strategy was towards economic regeneration, exploiting the 'special historic and architectural qualities of the town'. The main concern was with creating jobs. It was not seen as a priority, or indeed realistic, to aim at attracting significantly more retail to the town.

Despite several attempts, we have not been able to obtain any detailed information on outputs beyond those implied by monies spent on individual projects.

According to information provided to the OBU evaluation team in 2006, the individual properties which had received grants under the THI are as follows:

	<u>THI</u>	<u>TOTAL COST</u>
2/3 Market Street	£1,682	£5,127
17/18 High Street	£26,762	£70,580
14 High Street	£9,132	£26,834
15 High Street	£12,850	£37,760
16 High Street	£10,942	£32,155
19 High Street	£2,212	£6,500
20 High Street	£2,660	£7,816
1 Union Street	£23,657	£69,518
75 High Street	£3,507	£10,693
7/8 High Street	£2,099	£6,400
55 High Street	£5,849	£17,832
Cleator Moor Co-op	<u>£155,740</u>	<u>£1,137,233</u>
<b>TOTAL</b>	<b><u>£260,537</u></b>	<b><u>£1,423,321</u></b> <sup>14</sup>

### 3.11.3 Findings by data type for Cleator Moor

#### Townscape survey

Unlike many other THI sites that exhibited an early increase in appearance scores once the renovations projects were underway, Cleator Moor's scores for townscape qualities actually remained relatively unchanged during the first five years following the beginning of the scheme. In fact, several measures showed decreases, including pedestrian friendliness, cleanliness, floorscape and resting places. The overall score was buoyed to some extent by the fact that there was less dereliction and better maintenance. However, during the second five year period of this evaluation from 2006 to 2011, the town's appearance did improve. This was most evident in the case of cleanliness, coherence and conservation. Another factor to consider is that the impression score, the researchers' initial evaluation, had been the same or lower than the aggregated scores of all measures during the first two visits. In 2011, the impression was a bit higher than the accumulated individual elements scores.

#### Household questionnaire

In 2011, there were 121 respondents to the household questionnaire mailed to people living in and around the centre of Cleator Moor. This was a considerable increase from the 81 responding in 2006 and the 94 who answered in 2000. To a great extent, the responses were more positive than they had been in 2006, with 18 of the 28 questions experiencing upward movement, two showing attitudes unchanged and eight being negative. The specific implications of these responses will be examined below under the categories of particular indicators.

<sup>14</sup> These figures are significantly different from those given in the original application

## **Interviews**

Unfortunately, it was possible to obtain the opinions of only one local official, the Regeneration Projects Officer from the Borough of Copeland. A couple of facts about the site visit might be interesting in evaluating the mood and character of the Cleator Moor district. When the OBU team researchers approached the reception desk at Phoenix House, the business development centre that now occupies the former Co-op Building, they were met with nervousness and suspicion in spite of presenting business cards and an explanation of the work being undertaken. They were not permitted to interview the manager, and having left a mobile phone number, did not receive a call. On the other hand, one of the researchers was himself interviewed, very politely, by the local police whilst working on the High Street for the second day. It seems the team had been under observation by the constabulary since arriving. The explanation of the team's activity was accepted and an offer of any required police assistance was made.

## **Secondary data**

Not all of the secondary data items that were collected during the Baseline study in 2000 have been available over the eleven year period of the study. Of the six statistical measures contained in the 2006 report, it was still possible to access data on five. However, there were a sufficiently large number of data sources included in the original research plan that even with a reduced number there remains sufficient material to make informed comparisons in conditions at different time periods.

### **3.11.4 Additional impacts of the Cleator Moor THI**

Additional impacts of the THI are captured using the balanced scorecard, described in section 2 of this report. This allows changes brought about by the investment to be tracked over time against the four main themes of the project. The scorecard for each of the three points in the research are set out below, followed by a brief commentary of what these reveal about the additional impacts of the scheme on Cleator Moor.

What is clear from the balanced scorecard for Cleator Moor is that the overall score actually fell between 2000 and 2006 and then rose modestly during the second five year period of the evaluation to a level that could be taken to indicate genuine progress.

### The Balanced Scorecard of Cleator Moor 2011

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			57.0
Employment and Income	20	10.52	52.60
Education And Personal Aspirations	20	12.62	63.10
Sense of Community and Social Inclusion	20	11.42	57.10
Security, Crime and Order	20	11.04	55.20
<b>Indicators of Townscape Improvements</b>			62.9
Townscape Quality	20	12.20	61.00
Public Space Management	20	12.83	64.15
Private Space and Façade Management	20	12.20	61.00
Heritage Interpretation	20	13.06	65.30
<b>Indicators of Economic Regeneration</b>			58.0
Land Use Changes	20	11.20	56.00
Retail Usage and Demand	20	8.42	42.10
Capital Values and yields	20	13.83	69.13
Pedestrian Usage and Traffic Flow	20	12.99	64.93
<b>Indicators of Image and Confidence Building</b>			55.6
Media Coverage and Perceptions	20	9.73	48.65
Attitudes of Citizens and Community Leaders	20	11.02	55.10
Visitation and Sustainability	20	11.92	59.60
Business Vitality and Investment	20	11.79	58.95
<b>Total</b>	<b>320</b>	<b>186.78</b>	<b>58.4</b>

### The Balanced Scorecard of Cleator Moor 2006

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			51.6
Employment and Income	20	10.16	50.8
Education And Personal Aspirations	20	9.36	46.8
Sense of Community and Social Inclusion	20	12.22	61.1
Security, Crime and Order	20	9.54	47.7
<b>Indicators of Townscape Improvements</b>			58.35
Townscape Quality	20	11.3	56.5
Public Space Management	20	11.93	59.65
Private Space and Façade Management	20	10.9	54.5
Heritage Interpretation	20	12.55	62.75
<b>Indicators of Economic Regeneration</b>			53.12
Land Use Changes	20	9.6	48
Retail Usage and Demand	20	7.72	38.6
Capital Values and yields	20	12.25	61.27
Pedestrian Usage and Traffic Flow	20	12.92	64.6
<b>Indicators of Image and Confidence Building</b>			52.2
Media Coverage and Perceptions	20	9.55	47.75
Attitudes of Citizens and Community Leaders	20	9.84	49.2
Visitation and Sustainability	20	10.04	50.20
Business Vitality and Investment	20	12.33	61.65
<b>Total</b>	<b>320</b>	<b>172.21</b>	<b>53.8</b>

### The Balanced Scorecard of Cleator Moor

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	11.09	55.45
Education And Personal Aspirations	20	11.63	58.13
Sense of Community and Social Inclusion	20	11.8	59
Security, Crime and Order	20	9.46	47.3
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	11.2	56
Public Space Management	20	13.5	67.5
Private Space and Façade Management	20	10.9	54.5
Heritage Interpretation	20	11.96	59.8
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	8.8	44
Retail Usage and Demand	20	7.86	39.3
Capital Values and yields	20	14.8	74
Pedestrian Usage and Traffic Flow	20	13.04	65.2
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	9.64	48.2
Attitudes of Citizens and Community Leaders	20	10.23	51.15
Visitation and Sustainability	20	10.24	51.2
Business Vitality and Investment	20	12	60
<b>Total</b>	<b>320</b>	<b>178.15</b>	<b>55.7</b>

## Quality of life enhancement

Scorecard	2000 - 2006 Down 3.37%	2006 - 2011 Up 5.4%	2000 - 2011 Up 2.03%
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The balanced scorecard numbers show that overall the quality of life in Cleator Moor is slightly better than it was in 2000 when the THI scheme began, but that is a rebound after an uncharacteristic initial drop in performance. There was a huge drop in the number of people employed in the town and the region in the last 10 to 12 years. One result of that is the out-migration of young people so that in 2011 those under 40 years of age made up less than a quarter of the population whilst more than half were over 50. The people of Cleator Moor are otherwise very sedentary, with 70% having lived there more than 20 years, and many of those have not only lived there all their lives but their families before them. This means that it is in some ways a very tight-knit community but according to most not a good place to socialise, with only one pub left in the town centre. There is a lot of crime and rowdiness, but offences are falling and there is some lessening of fear. In spite of the small improvement, it is not felt that the repair and restoration of the built fabric has played a significant role.

## Townscape improvements

Scorecard	2000 - 2006 Down 1.1%	2006 - 2011 Up 4.55%	2000 - 2011 Up 3.45%
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There have been some improvements in the overall appearance of the town, but they are far from dramatic. It is difficult from the pictures of many views to detect differences over the decade of observation. Some gaps have been filled although not necessarily with quality building, and other gaps remain. The conservation work on some of the buildings is good, including the former Co-op Store, now the Phoenix Business Centre, 55 High Street and St Kevin's Hall, although the latter is not fully occupied. The public realm is a mixed story with a decrease in the quality of plantings but improvements in street furniture. The private spaces have improved somewhat especially in terms of plantings. Local people, most of whom are long-time residents, know their town history but somehow this does not translate into a palpable sense of pride. The care that has been invested in some of the buildings may help them feel somewhat better, but it has not made a very demonstrable difference.

## Economic regeneration

Scorecard	2000 - 2006 Down 2.51%	2006 - 2011 Up 4.88%	2000 - 2011 Up 2.37%
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As with the other indicators the balanced scorecard numbers show a slight improvement over the ten years of the study, but it is not easy to see exactly why. There remains a lot of vacancy that is not measured. There is more built capacity than demand. There are business incubator spaces that are unused. There are not many shops, primarily because it is too easy to drive to nearby regional malls. Property ownership presents an interesting story. In the middle of the evaluation period there was a decided drop in the number of owner-occupiers, which may have been related to the fact that Cleator Moor homes were a hot bargain and may have been bought and rented out. Whilst that is not sure, the price of local homes is still below the region average but they had appreciated in value faster

than surrounding areas. What is true is that business ownership among local residents has fallen, meaning that commercial properties tend to be owned by people who do not live in the town. The THI's heritage-led investment cannot be said to have regenerated Cleator Moor, but it has done no harm and has perhaps stemmed the tide of decline, leaving the built fabric in place for future possibilities.

### Image and confidence building

Scorecard	2000 - 2006 Down 0.44%	2006 - 2011 Up 3.4%	2000 - 2011 Up 2.96%
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There is little apparent debate or enthusiasm when it comes to many aspects of life in Cleator Moor. People have quite neutral and sometimes divided feelings about their council, whether it cares and whether it invests in the town. Neither do they have strong feelings about the media as it relates to them. The muted response to all these things has to be seen against the backdrop of falling employment opportunities and at best static incomes. In spite of that, there are a few faint stirrings of hope for a safer community and possibly a better future. What kind of future might it be? Whilst the town is currently becoming a sort of retirement precinct, the relatively low house prices could in the future make the area attractive for young families from the region. It is at that point that the conserved heritage character of the town could prove to be an asset, but that is speculation.

### 3.11.6 Summary evaluation of the Cleator Moor THI

Unfortunately, Cleator Moor remains a rather sad and dreary place. In spite of modest numbers indicating some degree of improvement, it is difficult to see the change. It is necessary to scrutinise all our measurements. Some are truly hopeful, such as the fall in crime, but that may be because there are fewer young males living in the town and crime is highest in that demographic cohort. Long-term unemployment is down, but that may be more a result of retirement and people who have given up looking for work rather than indicating more jobs. One troubling sign is that so much of the town's floor space is occupied by public agencies. Well over a £1 million went into renovating the former Co-op store – £155,000 from the HLF – and yet the space is still paid for with public funds. This means Cleator Moor is a town on life support. Can it ever again be a viable, self-sustaining community? One hopes that it can and that the restoration of some of its best buildings, if not a guarantee of success, will be an asset to that future.

So, after a period of eleven years and the investment of somewhere in the neighbourhood of £1.4 million of Common Fund, of which perhaps £300,000 was HLF support, the evaluation of the Cleator Moor THI is that it cannot be declared a success – even a qualified success – but neither can it be pronounced a failure. The measures we have applied systematically and rigorously tell us that there has been a very modest improvement in the quality of life and townscape and that there has been some economic regeneration and improvement in image and confidence. The instinct of the researcher is that it is difficult to see that there will be any sustained advantage unless a number of things change.

## 3.12 NEWRY THI



2006



2010

Critical project – 19<sup>th</sup> century warehouse facing Sugar Island in Newry, fully restored and now the focus of new employment in Newry



### 3.12.1 Background to the Newry THI

Newry is situated in the southeast corner of the Northern Ireland Province, 55 miles to the south of Belfast, close to the border with the Republic. It straddles the two counties of Down and Armagh on the River Newry.

The present town dates from reconstruction and development carried out in the 18<sup>th</sup> century, with a clear division in townscape identity between the gridded layout of Hill Street and Central Newry, and the more organic organisation of the canal waterway with its attendant warehousing.

The THI area is located on the northern edge of town, around the Newry Canal, and is characterised by 19<sup>th</sup> century and earlier industrial, canal-side, commercial and residential development – Sugar Island, Canal Street, and Canal Quay its main designations. At Baseline, we reported that ‘the area has a general air of decay and neglect, and economically is quite depressed’. Overall, this remains the case, with some exceptions in terms of localised repairs to buildings, and some new development beyond the THI boundary. The rest of the town continues to be more vibrant than the THI quarter, benefiting in large degree from Newry’s close links to the Republic, which had undergone a period of relative prosperity, though less so in recent years.

The THI area contains a number of architecturally and historically significant buildings and spaces, including 10 listed structures, an intact street plan dating from 1750, and a little altered core of 19<sup>th</sup> century buildings.

It should be stressed that the wards within which the Newry THI sit are some of the most deprived in the whole of Northern Ireland, with endemic social, economic and crime related problems. Little private investment has occurred over a number of years, and, until recently, the Canal Street district was a ‘no-go’ area for the police. In addition, there has been commercial and other investment in Newry – with the construction in the 1990s of two shopping malls on the Eastern edge of the town. This effectively shifted the commercial focus of the town away from the THI area, reducing commercial values and viability still further.

Much of the proposed THI area had not previously been the subject of any grant schemes. However, Conservation Area grants have been available for 20% of costs of repairs and enhancement to street façades on Sugar Island for some time, though take-up of these was limited. The Stage Two application makes it clear that grant levels to private owners need to be at 60% or above to ensure that repairs happen and to a high standard.

The Strategic Development Plan put forward by the local community overlaps with the objectives of the THI in aiming at economic, community and environmental regeneration through the catalytic effects of conservation. However, it takes in a larger area than the THI.

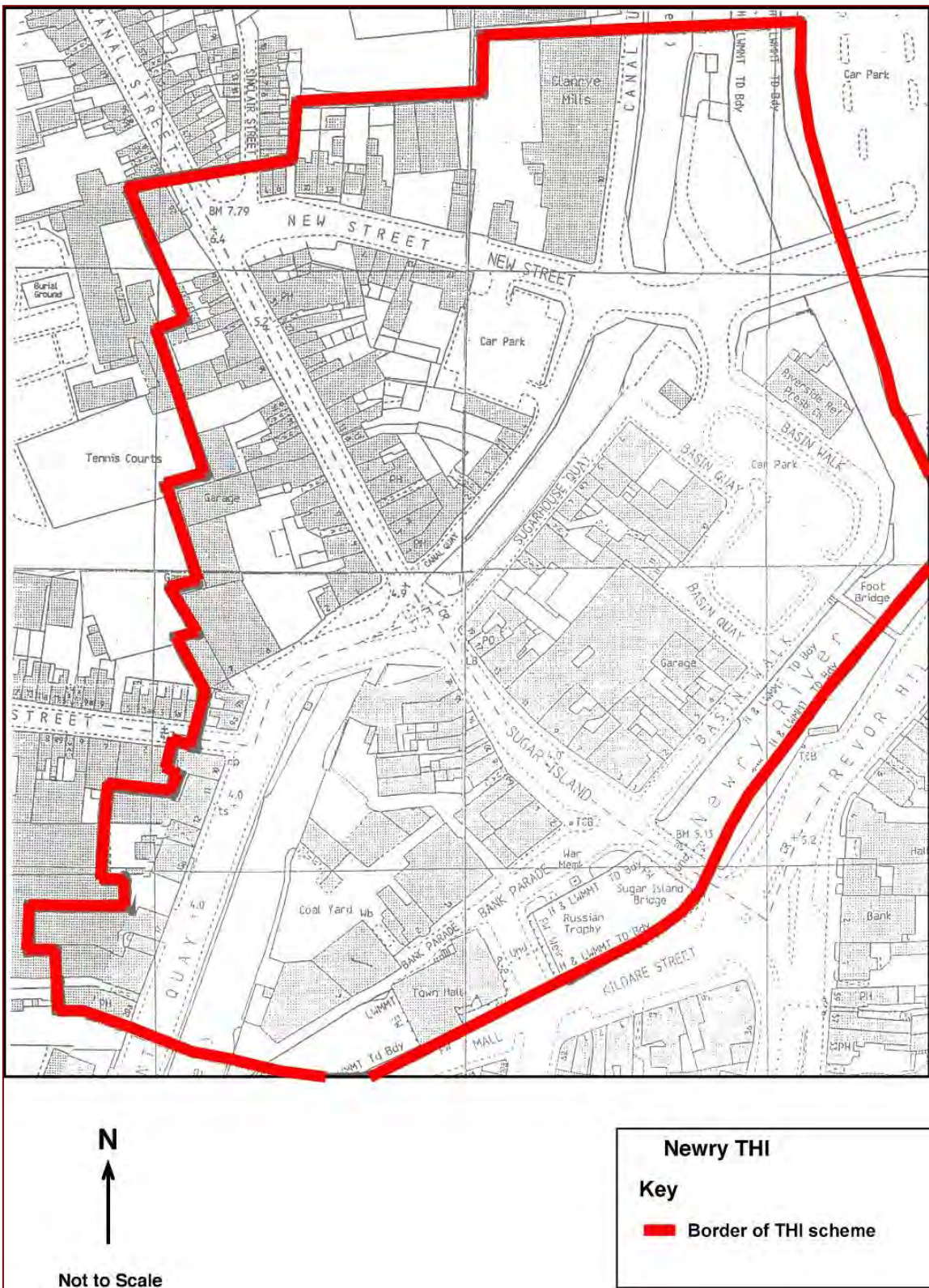
It is quite clear that the THI project has been a profound catalyst for change and regeneration investment in the Canal Street Area.

## Goals of the scheme

The THI in Newry had a wide range of ambitions, principally to

- bring historic buildings back into viable use
- restore and re-use derelict listed buildings
- safeguard and enhance the area's historic character
- remove visual intrusions and fill gap sites and backlands
- generate economic development to ensure a sustainable community
- provide community facilities of benefit to all the people of the area
- provide quality housing and living conditions for all the residents in the area
- provide for the social, environmental needs for the local community and demonstrate how economic regeneration and good conservation practice can succeed together

These were intended to be delivered in part, by repairing the three key buildings in the scheme – 3 Canal Quay Warehouse, 1-3 Sugar House Quay Warehouse and 5-7 Canal Street. The two warehouses were vacant and largely derelict at the time of the Stage One THI application, though both retained industrial character and features. It was proposed to convert Canal Quay for use as an Irish Language centre and outdoors centre, at a cost of £800,000 and Sugar House Quay as an office and workshop 'start up' centre with a community run crèche/after school club and café. Restoration costs were estimated at £1.2m. Numbers 5-7 Canal Street are three vacant granite faced buildings, considered to be an important townscape feature. It was proposed to repair and bring them into use as a community advice centre, meeting rooms and 'one stop shop.' Costs were expected to be £650,000.



THI Boundary (shown in red) in Newry

### 3.12.2 Funding and outputs in Newry

Under the guidance of the Ulster Architectural Heritage Society a partnership was formed to lead the THI: *Canal Street Area Townscape Heritage Co. Ltd.* This was constituted as a limited liability company. The lead members of the partnership were Newry and Mourne District Council, and Canal Street/North Ward Regeneration Committee, in conjunction with support from various professional and public bodies and a number of locally based 'not for profit' regeneration and enterprise companies. The project was managed on the basis of a service level agreement between the District Council and Canal Street Area Townscape Heritage Co. Ltd.

Other grant awarding bodies and sources of contributions to the Common Fund were set out in the Stage Two Application materials as:

- Northern Ireland Housing Executive
- Local Enterprise Development Unit
- DOE Planning Service
- International Fund for Ireland
- National Lotteries Charity Board
- DOE Environment and Heritage Service
- EU Programme for Peace and Reconciliation
- Newry and Mourne District Council

Below is a summary narrative of the Newry THI, based on information provided at the time of the last field visit in 2010, by the Canal Street Heritage Partnership:

- £1.1m of HLF funding was allocated to the Canal Street THI in 2002
- Three key properties and 27 other properties of heritage merit were identified for attention
- By the end of the scheme in 2009, two of the key properties had been refurbished, along with 'two buildings of merit'
- An environmental improvement scheme was also supported
- The majority of buildings identified by the THI proposal were not assisted, largely because their owners were unprepared to invest
- By 2009, £715,620 had been spent on building refurbishment, the majority of the remainder of the £1.1m had gone on management fees and architectural advice and supervision
- There was an underspend of £174,630

Outputs:

- £2.378m was levered from the private sector and the Planning Service of Northern Ireland
- £20m was invested by the Northern Ireland Housing Executive in housing redevelopment in the THI area
- 62 jobs were created in businesses which had moved into the refurbished premises

### Newry THI project costs

Supported projects	HLF contribution	Total project costs
3-5 Canal Street	£268,500	£1,182,800
5-7 Canal Street	£112,000	£512,100
3-19 Sugar Island	£24,500	£174,105
17 Canal Street	£150,620	£622,753
Canal Street/Sugar Island/ Canal Quay Environmental Improvement Scheme	£106,000	£602,104
Total project costs	£715,620	£3,093,898

### 3.12.3 Findings by data type for Newry

#### Townscape survey

The final townscape survey and land use mapping were carried out in Newry in July 2010. The townscape survey reveals an overall improvement against all three themes from 2006 to 2010, continuing an earlier trend, but with a significant increase in improvement once all works had been completed from the 2006 position. The most significant of these have been under the 'private space' theme – suggesting that the THI has encouraged private owners to take greater responsibility for their properties. The scores for 'heritage in view' also improved, particularly the sub themes of conservation quality, and evidence of conservation. The improved streetscape scores are largely explained by two factors: decline in dereliction, and the significant investment in the public realm in some areas – street furniture, edge finishes and detailing, and road resurfacing. The townscape summary maps clearly show that where the THI monies have been spent, the greatest improvements have occurred – Canal Street and Sugar Island. The land use maps show a similar pattern of positive outcomes where investment has been made, compared with a relatively static situation elsewhere – particularly indicated by changes in vacancy rates.

#### Household questionnaire

Five hundred questionnaires were posted to all properties in Newry within the THI area in the autumn of 2010. A total of 72 were returned, representing a response rate of 12%, significantly better than for the previous two surveys.

The questionnaire reveals a clear trend with respect to a number of perceptions on the part of respondents when looked at in relation to the two earlier surveys: seen as a place to visit, shop, work and do business, the THI area improved between 2000 and 2006, before falling back to close to earlier levels – and in some regards below those. It is still not regarded as a safe place to visit at night, although there has been little change over the period in terms of the experience of respondents of crime.

The data present a rather depressing image in terms of incomes and employment: incomes seem to have fallen, and unemployment rates are rising, although they are not as bad as for the rest of the county. There has been a

significant increase in the percentage of retired people represented in the survey – suggesting an ageing and static population. There remains a deep pessimism about employment prospects.

On the positive side, there are indications of improved community cohesion in the area.

Finally, it is worth highlighting the fact that only 2% of respondents reported being aware of the THI, compared with much higher figures in the previous surveys – although the data indicate an increased awareness of the local heritage more generally.

## **Interviews**

Interviews with the ex THI officer, and one other individual closely involved in overseeing the Newry THI and its delivery, were conducted in the summer of 2010. They provided the researchers with a copy of their own analysis of the success of the project, included in which were a series of other interviews with local stakeholders. In addition, several written statements were provided by two local planning officers. The consensus is clear amongst all of these sources, that their THI has been successful in improving the THI area, and in starting the process of regeneration, particularly in refurbishing a number of empty and decaying properties, and in attracting a number of high quality jobs to the area. There is, however, also a more general acknowledgement that there remains a large number of buildings in need of repair. In addition, the interviewees generally highlighted two or three impediments to the scheme's greater success – namely expectations from the HLF in terms of delivery time; failure to consult property owners in advance of designation of properties as target sites; and the larger issue of attracting outside investors into an area with an enduring negative reputation.

## **Secondary data**

Not all of the secondary data items that were collected during the Baseline study in 2000 have been available over the ten year period of the study. Of the 12 statistical measures contained in the 2006 report, it is now possible to access only seven. However, there were a sufficiently large number of data sources included in the original research plan that even with a reduced number there remains sufficient material to make informed comparisons in conditions at different time periods. The statistics show that some measures, such as unemployment levels, and long-term unemployment rates fell from 2000 to 2006, before rising again. Property value data is unreliable to the extent that there has been insufficient movement in terms of either residential or commercial premises over the last few years to confidently establish a clear pattern.

### **3.12.4 Additional impacts of the Newry THI**

Additional impacts of the THI are captured using the balanced scorecard, described in section 2 of this report. This allows changes brought about by the investment to be tracked over time against the four main themes of the project. The scorecard for each of the three points in the research are set out below, followed by a brief commentary of what these reveal about the additional impacts of the scheme on Newry.

The overall score for the THI area in Newry moved upwards by 3% between 2001 and 2010, suggesting a general improvement. However, when the scorecard findings are disaggregated for the four themes, it is evident that the picture is very mixed. Specifically, against the indicators of economic regeneration and quality of life, there has been little change; against those of confidence and image, and townscape there has been clear progress. This suggests that the main positive outcomes rather than outputs of the Newry THI are to do with sense of well-being, and quality of the built fabric, rather than with economic and social effects.

### The Balanced Scorecard of Newry 2010

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	13.34	66.7
Education And Personal Aspirations	20	9.04	45.2
Sense of Community and Social Inclusion	20	13.46	67.3
Security, Crime and Order	20	9.79	48.95
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	12.5	62.5
Public Space Management	20	12.37	61.85
Private Space and Façade Management	20	12.3	61.5
Heritage Interpretation	20	12.89	64.45
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	10.8	54
Retail Usage and Demand	20	14.54	72.7
Capital Values and yields	20	15.64	78.2
Pedestrian Usage and Traffic Flow	20	12.84	64.2
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	11.41	57.05
Attitudes of Citizens and Community Leaders	20	12.47	62.35
Visitation and Sustainability	20	11.44	57.2
Business Vitality and Investment	20	14.27	71.35
<b>Total</b>	<b>320</b>	<b>199.1</b>	<b>62.2</b>

### The Balanced Scorecard of Newry 2006

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20.00	11.78	58.90
Education And Personal Aspirations	20.00	15.00	75.00
Sense of Community and Social Inclusion	20.00	12.48	62.40
Security, Crime and Order	20.00	8.46	42.30
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20.00	10.80	54.00
Public Space Management	20.00	12.09	60.45
Private Space and Façade Management	20.00	8.90	44.50
Heritage Interpretation	20.00	11.69	58.45
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20.00	13.42	67.10
Retail Usage and Demand	20.00	15.36	76.80
Capital Values and yields	20.00	14.38	71.90
Pedestrian Usage and Traffic Flow	20.00	11.96	59.80
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20.00	14.77	73.85
Attitudes of Citizens and Community Leaders	20.00	12.56	62.80
Visitation and Sustainability	20.00	10.39	51.95
Business Vitality and Investment	20.00	13.63	68.15
<b>Total</b>	<b>320.00</b>	<b>197.67</b>	<b>61.8</b>

### The Balanced Scorecard of Newry 2001

Indicator	Possible-Score	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	11.86	59.3
Education And Personal Aspirations	20	14.08	70.4
Sense of Community and Social Inclusion	20	12.08	60.4
Security, Crime and Order	20	9.26	46.3
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	10.6	53
Public Space Management	20	11.68	58.4
Private Space and Façade Management	20	8.5	42.5
Heritage Interpretation	20	10.8	54
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	8.4	42
Retail Usage and Demand	20	14.5	72.5
Capital Values and yields	20	15.68	78.4
Pedestrian Usage and Traffic Flow	20	12.43	62.15
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	12.04	60.2
Attitudes of Citizens and Community Leaders	20	12.39	61.95
Visitation and Sustainability	20	11.55	57.75
Business Vitality and Investment	20	13.33	66.65
<b>Total</b>	<b>320</b>	<b>189.17</b>	<b>59.1</b>



## Quality of life enhancement

Scorecard	2001 - 2006 Up .5%	2006 - 2010 Down 1.5%	2001 - 2010 Down 1%
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The picture in Newry remains complex, particularly in the THI area with regard to changes in quality of life since the Baseline research. Employment and incomes improved in Newry as a whole initially, but have declined since 2006, and there is marginally less deprivation in the wards making up the THI area. In addition, whilst there had been improvements in people's sense of Newry as a place to live, work, socialise and do business in, this has worsened since the last study. However, there no longer seems to be a strong perception that the THI area and adjacent housing developments remain in a state of social dereliction, where violence and 'anti-establishment sentiments' are rife, which was the case in 2006. The research also suggests there is improving social cohesion. This is possibly explained by changes in the nature of the population in the area, which is now less dominated by bed-sits with transient individuals, and has a more 'settled' feel. Experience of crime has not become worse since 2006 – although it remains one of the worst neighbourhoods in the city in this respect.

## Townscape improvements

Scorecard	2001 - 2006 Up 10.5%	2006 - 2010 Up 6%	2001 - 2010 Up 16.5%
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The area is perceived as well maintained, and more so than at Baseline; but it is also still seen as unattractive for visitors, and very unsafe at night. The townscape evaluation shows that the streetscape quality has become, generally, better since 2006. There are fewer empty premises, and less dereliction. The THI has restored some properties, and there is marked evidence of investment in the public realm. Outside of the core THI area, Newry is clearly perceived as having strengths as a place to visit: the number of attractions has gone up since the 2006 survey. In terms of the heritage, some efforts are being made to prevent further decline, and there is local awareness of the value of the historic fabric. However, there is still neglect, although where buildings have been repaired this has been to a high conservation standard.

## Economic regeneration

Scorecard	2001 - 2006 Down 0.4%	2006 - 2010 Up 4%	2001 - 2010 Up 3.5%
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Whilst there are positive signs of greater economic activity, the picture remains bleak. At least one new business has started in the THI area, and several buildings have been or are being refurbished and restored for commercial use. The sustainability of any economic regeneration is still uncertain in the THI area. In addition, the Canal Street district still suffers by comparison with the rest of Newry in terms of its retail offer. It is marginal, at best, dominated as it is by fast food outlets, and old-fashioned independent retailers. These add a certain charm to the area, but not much attraction. There also appears to be little movement in property. This is explained by the persistence of a number of factors: mainly its commercially challenging character, and absentee landlords. However, the

problem identified in 2006 of one landowner (the Catholic Church) that seems to have little interest in its own property in the area seems to have been resolved. The main activity here is of developers and housing associations buying up vacant houses and refurbishing them to rent to ‘special needs’ tenants. Footfall continues to be low, although traffic congestion is high. The impression in 2006 was of an area that is generally avoided by all except those who have no choice but to visit it: our impression is that this is now changing.

### Image and confidence building

Scorecard	2001 - 2006 Up 11%	2006 - 2010 Up 3%	2001 - 2010 Up 14%
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In line with some of the above, there is evidence from the research that the image of this part of Newry is improving, and that the local authority has invested in its maintenance. There is clear evidence that people feel that Newry has improved dramatically over the last few years. However, the evidence also suggests that the THI area has not benefited from improvements elsewhere in the city. Whilst the intrinsic historic quality of the THI area is well acknowledged, the persistent impression is one of neglect, decay and marginality. There is still no evidence that the THI area is seen as having tourist potential, for example. In terms of business confidence, the THI area has particular challenges. The fact that some serious investment has occurred in at least two properties, with the help of the THI, is undoubtedly encouraging. The £2.5 million scheme to rebuild a key building overlooking Sugar Island for mixed use has been completed and appears to be functioning well. At least 62 new jobs have come into being as a direct output of the THI. A number of other significant investments have been levered as a consequence of the serious approach to regeneration – initiated in part by the project. Overall, the stakeholder view is that the place is now set on a path to recovery in terms, particularly, of addressing the endemic historic problems associated with years of neglect of the built fabric. We were informed that around 100 jobs would have been created by the THI in the area once all projects had been completed.

### 3.12.6 Summary evaluation of the Newry THI

The Newry THI area has in townscape terms improved noticeably over the ten years from 2000 to 2011 in terms of the state of much of the physical fabric, as well as its commercial and residential quality. The £1.1 million HLF grant levered in at least double that in matched funding, and has attracted at least one major employer into the area. Several important buildings have been restored, and been given new life which would otherwise have been lost, or inappropriately repaired. Any failure to sustain the success of the scheme will have nothing to do with the project itself, the level of commitment and vision of the key players involved, or their competence in delivering heritage based regeneration.

When Oxford Brookes visited in 2006, other investment in areas adjacent to the THI had taken place, from a local housing association. This had involved building a small amount of new housing at the top of Canal Street, and the refurbishment of part of a Victorian terrace in the same location. We were also told by the THI officer that there was a good prospect of a LOTS (Living Over

the Shop Scheme) being attracted to the area. By the time of the 2010 visit, the Canal Street housing development had been completed, along with some upgrading of the public realm, resulting in significant improvements to the appearance of the area.

Likewise, in 2006 the OBU research team was extremely cautious regarding movement toward the achievement of the HLF's four overall aims. Although there were definite signs of improvement in the measures relating to quality of life, economic performance, and public confidence, investment from the THI appeared to have stalled. The 2010 visit showed that this situation had been transformed, and that real progress had been made in relation to investment in the physical fabric of the neighbourhood: ironically, its positive impact on townscape has occurred at the same time as a decline against the other three theme

So, despite early difficulties linked to absentee landlords, and persuading local owners to buy into the THI, combined with a complex bureaucratic process where a number of agencies needed to be brought together, overall the Newry THI has been successful in achieving most of its aims, in a highly challenging political and economic context. The historic integrity in terms of layout and buildings – for the most part – has been saved and to a degree enhanced. Several, if not all, properties of historic significance in the area have been removed from risk; there is more business vitality; and the residential character of the neighbourhood has been improved markedly. Local people are, on the other hand, less positive than they were about future prospects for themselves and Newry – but this trend is not untypical of the majority of THI projects we have examined more generally. The area still has its problems in terms of levels of deprivation, and a townscape that remains in places unloved, but it is evident that without the THI and the other regeneration efforts catalysed by it, this historic quarter may have become unsaveable.

### 3.13 NEWPORT PAGNELL THI



An indication of the spirit of the town was found in 2011 in a window of the High Street stationary store – a local board game similar to Monopoly. One can also see the reflection of one of the fine Georgian buildings across the street.

### 3.13.1 Background to the Newport Pagnell THI

Newport Pagnell is a small historic town situated just outside the boundary of, but administered by, the Milton Keynes Local Authority. The town developed on a natural promontory between the rivers Ousel and Great Ouse during the 10<sup>th</sup> century as an Anglo-Saxon burgh, defended against the Danish.

In the mediaeval period, the town was an important market centre and still retains its early street pattern. Fords over the Ouse and Ousel were replaced by bridges in the 19<sup>th</sup> century. The Tickford Bridge is said to be the oldest cast iron bridge in the world still carrying vehicular traffic.

The town was an important coaching stop on the route from Oxford to Cambridge. Several of the old coaching inns survive in the High Street, including the Swan Revived, the Dolphin and the Coachmakers Arms. A section of the Grand Union Canal was opened in 1817, but was superseded by the railway following the same route in 1867. This appearance of the railway encouraged new industries, which replaced the traditional lace making and included brewing, parchment making, mustard, milling and coach building. A descendant of the coach building industry still operating in the town is the specialty car builder Aston Martin. The last car was produced in 2007 but the facility near the Tickford Bridge remains the company's restoration shop.

Newport Pagnell has many red brick, timber frame and stone buildings, dominated by the mediaeval church of St Peter and St Paul, which sports a century-old set of change ringing bells. The large conservation area covers the commercial centre of the town and the green wedge along the River Ousel, which divides the town in two. There are over 80 listed buildings within the area. The THI scheme covers the central part of the town, namely the High Street from North Bridge to Bury Street, and St John Street as far as Tickford Bridge.

In the years before the beginning of the THI scheme, the town was unable to compete with changes in shopping patterns and had become run down, with poorly maintained buildings, low rental levels and empty shops. In addition, traffic congestion and inadequate parking provision added to the town's poor appearance.

A number of previous initiatives assisted the regeneration of Newport Pagnell before the establishment of the THI scheme. These efforts included:

Parking improvements (1998)	£26,700
St James' Yard Redevelopment: English Partnerships	£76,000
Milton Keynes Council	£65,000
National bridge strengthening project for Tickford Bridge	£125,000
Landscaping of Castle Meadow	£45,000
Repairs to St Peter and St Paul's church	<u>£180,000</u>
<b>TOTAL</b>	<b>£517,700</b>

## Goals of the scheme

The THI formed part of a comprehensive strategy, the 'Vision Plan', developed by the Newport Pagnell Partnership with the support of Milton Keynes Council. The strategy involved the economic, environmental and social regeneration of Newport Pagnell Town Centre, which had suffered a severe decline since the opening of superstores in nearby district centres in Milton Keynes. It was envisaged that funds from the THI scheme will be concentrated on building repair (44%), reinstatement works (14%), encouraging the re-use of vacant floor space (14%), infilling gap sites (10%) and public realm works (11%).<sup>15</sup>

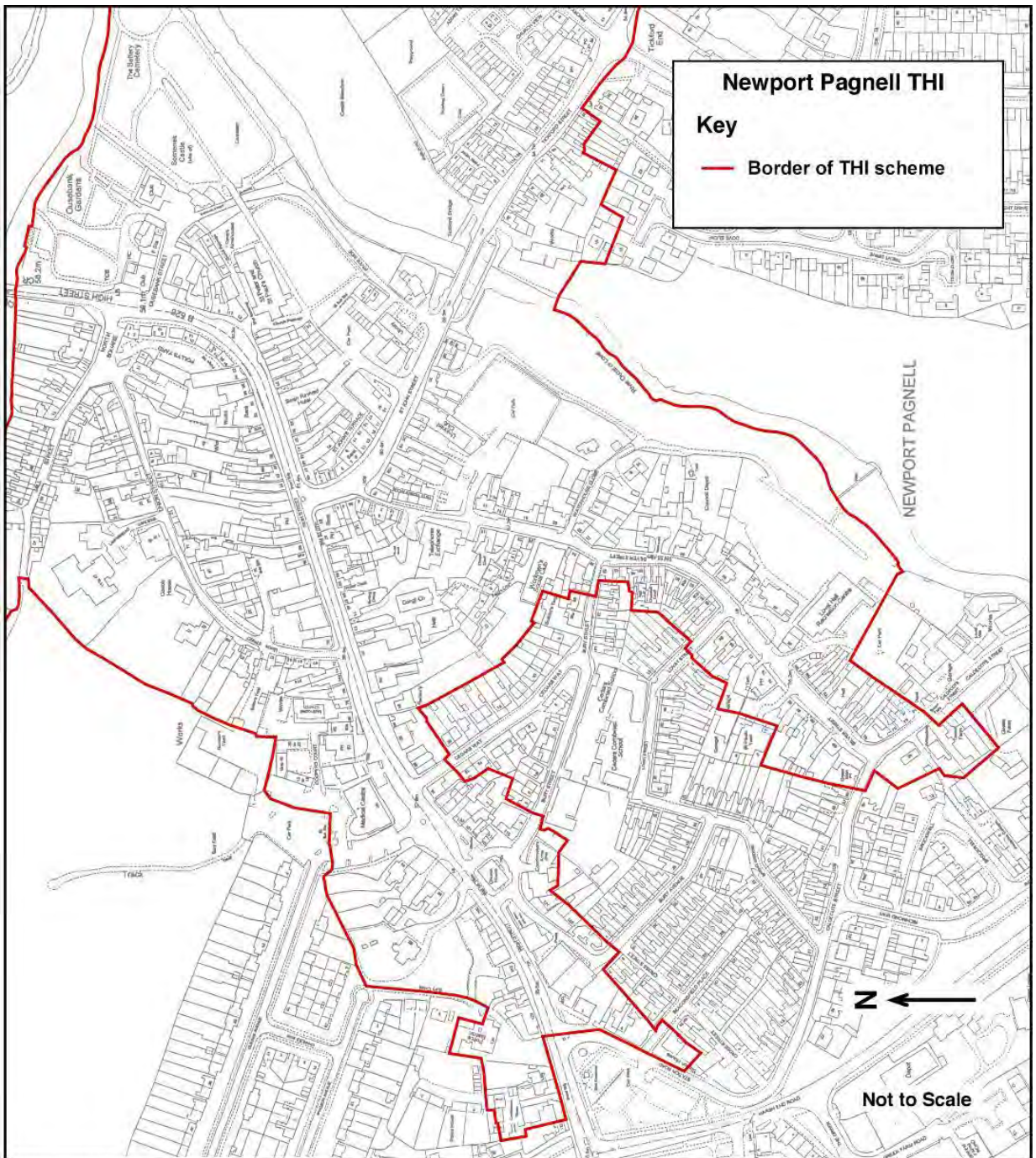
The overall aim of the THI was to encourage property owners in the High Street and at the heart of the conservation area to repair, restore, enhance and maintain their properties in support of the 'Vision'. Several goals of the action plan are identified as being within the scope of the THI bid:

- Improve the appearance of the High Street frontages
- Better parking facilities in the centre
- A more pedestrian and cycle friendly town centre
- Improve street furniture and lighting
- Improve and increase landscaping throughout the centre

The THI programme included a review of achievements to allow reassessment of the scheme's priorities and spending. There was an allowance for archaeological assessment of any excavations.

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<sup>15</sup> It is not clear where the other 7% was invested, although perhaps it was administration and or the archaeology.



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THI Boundary (shown in red) in Newport Pagnell

### 3.13.2 Funding and outputs in Newport Pagnell

The application to the HLF for a THI grant scheme for Newport Pagnell was submitted by the Newport Pagnell Partnership in May 1999. The Milton Keynes Council was the lead organisation for the Newport Pagnell Partnership. The Partnership was community based and made up of representatives from the Town Council; Business Association; Revitalisation Group; the Festival and Carnival; Historical Society; the firms of Boots and Aston Martin Lagonda; Old Peoples Welfare Association; Police; Schools and the Churches. Application to the HLF was made in April 2000 and was to run until 2005. The THI scheme was managed by the Newport Pagnell Partnership, with technical expertise provided by Milton Keynes Council. A steering group of eight people composed of representatives from the various organisations making up the partnership oversaw the day-to-day management. The following were the partners and the amounts each contributed to the Common Fund:

Heritage Lottery Fund	£275,000
Newport Pagnell Town Council	£100,000
Milton Keynes Council	£100,000
Planning gain fund	<u>£75,000</u>
<b>Total</b>	<b>£550,000</b>



### Newport Pagnell THI - Estimates for work provided in 2006

Location	Description of site, work carried out with THI funds	Project Cost	THI Grant	Use before THI	Use after THI
7 High St	2 storeys and attic: Refitting and new shop front and new separate access to first floor flat	£4,300	£3,000	Commercial	Commercial/ residential
23 High St	New shop front, windows and repairs	£4,300	£3,000	Commercial	Commercial
38 High St	Grade II listed, early c.17 rambling timber framed property on four floors: new awnings	£6,000	£3,000	Retail	Retail
40/42 High St	3 storey brick building: new awnings	£6,000	£3,000	Retail (vacant above)	Retail
43/45 High St	Grade II listed, c.17 & c.19, 3 storeys: new awnings	£6,000	£3,000	Retail (vacant above)	Retail/residence
47/49 High St	Modern, two storey building, two shop fronts on large corner site: demolition and new build	£600,000	£100,000	Retail	Retail/ residential
56 High St	Grade II, c.18, red & grey brick, 3 storeys: window repairs	£4,700	£2,300	Commerce/ residential	Commercial/ residential
74/74c High St	Former public house, 3 storeys, 3 bays, two retail units on ground floor: repairs to shop front & replacement windows	£23,000	£11,000	Retail	Retail
75 High St	Grade II listed, early c.17, with early c.18 brick facing to timber framework, 2 storeys and attic: new shop front and access alterations to create 3 flats above.	£30,000	£16,000	Vacant	Retail/ residential
84 High St (Brewery House)	Grade II* early c.18 house, red brick, three storeys: repairs and reinstatement chimneystacks and railings to front and rear.	£47,000	£29,000	Vacant	Residential
107 High St	2 storeys, 2 bays: new awning	£1260	£900	Retail	Retail
126 High St	Reinstatement garden wall, including railings	£2240	£1,600	Residential	Residential
1 St John St	Modern, 2 storey building: new shop front	£8,000	£4,000	Retail	Retail
8 St John's St / 1 Silver St	8 St John's Street Grade II listed, c.18 front, one bay wide and 3 storeys, prominent position. 1 Silver Street not listed, two storeys with attic. Complete refurbishment	£340,000	£111,000	Retail (vacant floors above)	restaurant / residential
10 St John's St	Grade II late c.18, 3 storeys, red brick, on corner site: new shop front & creation of new office space. Reinstatement of distinctive flag motif on front elevation	£10,000	£18,000	Retail	Retail / Commercial
3 & 5 Station Rd	Balcony reinstatement	£2,600	£1,800	Commercial/ residence	Commercial/ residence
Public Realm	New street lights, benches, litter bins and surfacing	£700,000	£200,000	N/A	N/A
<b>TOTAL</b>		<b>£1,795,400</b>	<b>£510,600</b>		

According to reports provided to the OBU evaluation team, it appears that all projects were complete by the grant expiry date of December 2005 and full spend of the original Common Fund was achieved, although the table above shows the THI Common Fund underspent by £40,000. The allocation of the funding, however, was significantly different than the original plans. It seems that early on that grants take up by private owners would be much lower than anticipated.

This has been explained citing the fact that a significant increase in property values in the town during the course of the scheme made owners more willing to invest in repairing their properties without recourse to THI funds. This meant a number of projects planned for the THI were completed entirely through private investment. As a result a much higher proportion than planned, 55%, was spent on public realm and gap sites.

There was only one major repair and refurbishment project, and that was 8 St John Street/1 Silver Street. Whilst these buildings were identified as a 'priority' rather than a 'critical' project for the scheme, works to these properties became the most costly in the THI at £110,000.

Number 8 is a narrow building, only one bay wide, with a retail unit on the ground floor, which was in charity use at the start of the THI. The Silver Street property was vacant. Both buildings had structural problems and were generally in a poor condition. The buildings underwent full repairs, with alterations made to create four flats above, and the ground floors were linked and refitted as a restaurant which was in operation in 2011 (picture below).

Whilst 21 existing buildings benefited from THI grants in total, 13 of these received awards for under £4,000. Sixteen of the buildings were commercial or retail premises, and works to six of these was limited to installing new awnings.

Four further retail premises had new shop fronts fitted, and four had alterations to allow upper floors to be brought into use. Twelve flats were occupied as result of the scheme, and it is claimed that 17 new jobs were created at refurbished shops or other businesses.

The redevelopment of the prominent corner site at 47-49 High Street has been cited by the Newport Pagnell Partnership as the most significant output of the scheme (picture below). The 1960s poor quality and badly maintained two storey food-store building that had occupied the site was demolished and replaced with a four storey building with commercial space on the ground floor and four flats above. The THI helped fund the feasibility study for the development and the extra costs involved in securing high quality design and materials.<sup>16</sup>

The other critical project, 75 High Street, was also completed with THI funds. A new shop front was fitted to the Grade II, 17<sup>th</sup> century building, and alterations were made to allow the floors above to be occupied as three flats. The ground

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<sup>16</sup> In 2012, however, there was a 'space to let' sign in the window.

floor retail unit was opened as a curtain shop after completion about 2005 and was still in operation in 2011.

Only four other buildings listed as priorities in the application (40, 42, 43 and 45 High Street) actually ended up benefiting from THI grants. Despite more extensive plans for these buildings, the owners only took up grants for new awnings. More extensive repair work was carried out at 43-45 High Street with private funds to allow residential use of the floors above. Owner disinterest prevented works going ahead at 25 and 67 High Street, whilst the derelict barn behind 25 High Street was converted for residential use without THI assistance.

The final priority project, The Academy, would have involved works to the Grade II listed former independent chapel on the High Street to create an arts facility. The project did not progress because the necessary statutory consents could not be secured within the grant offer period.

The most successful project in terms of creating new employment was 10 St John's Street. This building had not been included in the list of priority projects and was in a reasonable state of repair at the start of the scheme. The ground floor was in retail use, but the first and second floors were under-occupied. THI funds were used to refurbish these floors for office use and around ten new jobs were created as a result. THI funds also contributed to replacing the shop front in a traditional style and to reinstating the distinctive advertising motif on the façade of the building.

### **3.13.3 Findings by data type for Newport Pagnell**

#### **Townscape survey**

A total of 35 views were assessed in late June 2011 in good weather. Over the eleven years since the first townscape evaluation in Newport Pagnell, not a great deal of change had taken place. This is partly due to the fact that the town was in quite condition from the start. There were some signs of decay but relative to other neighbourhoods receiving HLF funding, it was not bad. In 2011, however, there was a slightly higher score across the townscape measures. What was also important was that the 2011 impression score, the observer's initial sense of the place, was higher than the aggregated view scores. In both of the earlier evaluations the impressions score was lower than the aggregate. This indicates that the overall impression now is more positive. A couple of the individual aspects that have improved sharply are floorscape quality, indicating better pavements, street surfaces and street furniture. On the more negative side, there were slight declines in cleanliness and sense of threat, both of which might accompany increased activity on the streets.

#### **Household questionnaire**

In 2011, there were 159 responses to the mailed questionnaire which was up from the 121 responses in 2006 and closer to the 154 who answered in 2000. These numbers are impressive which in itself indicates a fairly robust level of civic engagement. One of the interview respondents said that in the Newport Pagnell THI, a great deal of consultation and cooperation was characteristic. If that is true, it may account for the better than 30% return rate of the questionnaires. As with the townscape survey, the main message in the questionnaires was stability and little change. Only in a few cases were there swings over the period of evaluation. Local people's opinions of Newport Pagnell both as a place to live and to do business rose between 2005 and 2011. Reported crime fell and people reported feeling safer. On the other side, attitudes about local improvement went up between 2000 and 2005 but fell again in the last five years. Job prospects and optimism about income fell. The questionnaires also showed that the retired population ballooned between 2000 and 2011 from less than 2% to more than 30%, and there were increasing numbers of property owners. Finally, we learned that in 2011, only a quarter of the people knew about the THI.

#### **Interviews**

Interviews were conducted during the 2011 site visit with the Mayor and with a hotel manager. Written responses to interview questions sent to specific town officials were received from four people, all current or former councillors. As might be expected, all those responding were familiar with the THI, and three had been directly involved in the operation of the Newport Pagnell Partnership that administered the THI funds. Their opinion that the THI had significantly helped the town's recovery was uniform. They used terms such as 'fantastic' and '100%' in describing the impact of the THI on bringing back business and shoppers to the High Street. That was in contrast to the recently elected Mayor,

who claimed not to have heard of the Townscape Heritage Initiative. She was, however, aware of some heritage projects in the past, as was the hotel manager, who felt those efforts had been helpful. A concern expressed by the responding former councillors was that approval had been given by Milton Keynes Council for the placement of a Tesco super market on the former Aston Martin site close to the town centre, in spite of strong local opposition.

### **Secondary data**

Not all of the secondary data items that were collected during the Baseline study in 2000 have been available over the eleven year period of the study. Of the seven statistical measures contained in the 2005 report, it was still possible to access data on six. However, there were a sufficiently large number of data sources included in the original research plan that even with a reduced number, there remains sufficient material to make informed comparisons in conditions at different time periods.

#### **3.13.4 Additional impacts of the Newport Pagnell THI**

Additional impacts of the THI are captured using the balanced scorecard, described in section 2 of this report. This allows changes brought about by the investment to be tracked over time against the four main themes of the project. The scorecard for each of the three points in the research are set out below, followed by a brief commentary of what these reveal about the additional impacts of the scheme on Newport Pagnell.

What is clear from the balanced scorecard for Newport Pagnell is that the overall score remained relatively consistent from 2000 and 2011. What happened in 2005, however, was that the score rose only to fall again in the following five years.

The Balanced Scorecard for Newport Pagnell -2011			
Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			60.2
Employment and Income	20	12.18	60.90
Education And Personal Aspirations	20	11.20	56.00
Sense of Community and Social Inclusion	20	14.95	74.73
Security, Crime and Order	20	9.81	49.05
<b>Indicators of Townscape Improvements</b>			72.2
Townscape Quality	20	15.00	75.00
Public Space Management	20	15.07	75.35
Private Space and Façade Management	20	14.00	70.00
Heritage Interpretation	20	13.71	68.55
<b>Indicators of Economic Regeneration</b>			73.5
Land Use Changes	20	14.00	70.00
Retail Usage and Demand	20	12.34	61.70
Capital Values and yields	20	15.45	77.27
Pedestrian Usage and Traffic Flow	20	16.97	84.87
<b>Indicators of Image and Confidence Building</b>			68.4
Media Coverage and Perceptions	20	12.86	64.30
Attitudes of Citizens and Community Leaders	20	14.89	74.45
Visitation and Sustainability	20	12.48	62.40
Business Vitality and Investment	20	14.52	72.60
<b>Total</b>	<b>320</b>	<b>219.43</b>	<b>68.6</b>

#### The Balanced Scorecard for Newport Pagnell 2006

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	13.50	67.5
Education And Personal Aspirations	20	11.45	62.07
Sense of Community and Social Inclusion	20	13.04	67.07
Security, Crime and Order	20	13.02	65.1
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	14.00	70
Public Space Management	20	15.95	79.75
Private Space and Façade Management	20	14.80	74
Heritage Interpretation	20	13.95	69.75
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	14.60	73
Retail Usage and Demand	20	12.92	64.6
Capital Values and yields	20	15.33	76.67
Pedestrian Usage and Traffic Flow	20	16.99	84.93
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	14.18	70.9
Attitudes of Citizens and Community Leaders	20	13.97	69.85
Visitation and Sustainability	20	12.57	62.86
Business Vitality and Investment	20	16.11	80.55
<b>Total</b>	<b>320</b>	<b>226.39</b>	<b>71.02</b>

#### The Balanced Scorecard of Newport Pagnell

Indicator	Possible-Maximu	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	12.2	61
Education And Personal Aspirations	20	12.4	62
Sense of Community and Social Inclusion	20	12.27	61.35
Security, Crime and Order	20	13.05	65.25
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	14	70
Public Space Management	20	14.23	71.15
Private Space and Façade Management	20	14.1	70.5
Heritage Interpretation	20	13.67	68.35
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	13	65
Retail Usage and Demand	20	8.18	40.9
Capital Values and yields	20	15.16	75.8
Pedestrian Usage and Traffic Flow	20	16.44	82.2
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	10.79	53.95
Attitudes of Citizens and Community Leaders	20	12.59	62.95
Visitation and Sustainability	20	10.92	54.6
Business Vitality and Investment	20	14.85	74.25
<b>Total</b>	<b>320</b>	<b>207.85</b>	<b>65.0</b>

## Quality of life enhancement

Scorecard	2000 - 2006 Up 3%	2006 - 2011 Down 5.2%	2000 - 2011 Down 2.2%
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An aggregation of the measures used to evaluate quality of life show a slight decline in the fortunes of Newport Pagnell over the previous decade but these figures must be interpreted. Overall, income is down, but other information tells us that larger numbers of retirees are living in the area, and whilst their incomes may be lower, their purchasing power or disposable income may not be that much less since they own homes and are not supporting families. This would also explain the lower expectations of future income. As for some other important measures of life quality, the feeling of community in the town has strengthened, crime has decreased and the sense of safety is strong. At least part of that can be attributed to the overall improvement in the appearance of the town and improvements in lighting and the rebuilding on formerly derelict sites. One of the tests of local cohesion came over the last three years when the town turned out in force to oppose the siting of a Tesco's close to the town centre. The conclusion is that Newport Pagnell is a vibrant community with a good quality of life.

## Townscape improvements

Scorecard	2000 - 2006 Up 3.4%	2006 - 2011 Down 1.2%	2000 - 2011 Up 2.2%
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There has not been any startling change in the appearance of Newport Pagnell but rather a subtle uplift in the overall look of the place. Like most places which have experienced THI schemes, it improved more during the first five years when most of the work was undertaken and then slipped a little during the last half of the decade. The improvements were mostly in features such as edge quality as gaps were filled with new buildings, whilst it was cleanliness, public planting and resting places that suffered. However, the response of the residents to the modest improvements has been positive and the response of business has been to re-occupy formerly underused premises. Largely due to the impetus of the THI, the town centre appearance has improved. One of the signs of this is that many more people report being knowledgeable about local history and enthusiastic about inviting visitors to their town.

## Economic regeneration

Scorecard	2000 - 2006 Up 8.8%	2006 - 2011 Down 1.3%	2000 - 2011 Up 7.5%
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The measures used to evaluate economic regeneration show that a marked increase was experienced in Newport Pagnell during the first five years of the THI followed by a slight falling off but ending in a respectable net gain of 7.5%. There remains some property vacancy which has moved around, but in the end, there has been a shift from charity shops to 'proper shops' and most of these new enterprises have remained viable. Enthusiasm for shopping locally rose ten-fold between 2000 and 2011. Prominent among the forces pushing the economic indicators up was the healthy rise in the price of Newport Pagnell real estate, which surpassed the value of property in the surrounding area.

## Image and confidence building

Scorecard	2000 - 2006 Up 9.6%	2006 - 2011 Down 2.64%	2000 - 2011 Up 6.96%
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In the area of image and confidence, Newport Pagnell had an experience similar to the economic measures, rising in a promising way between 2000 and 2006, falling off somewhat but finishing with a strong gain of almost 7%. People have some confidence in their elected representatives and the local media. A strong majority think it is a good place to live, and they feel it is better than other places.

### 3.13.5 Summary evaluation of the Newport Pagnell THI

What a modest THI fund appears to have enabled Newport Pagnell to do is to capitalise on its main strength and re-emerge as a pedestrian friendly, middle class, safe and self-contained neighbourhood. It has metamorphosed from an industrial town into a retirement village and from a run-down commercial backwater into a respectable shopping precinct. Most of all, the town appears to have a healthy and active civic and social life with engaged citizens and a strong social network. When the local church celebrated the centennial of their bells in the summer of 2011, half the town came out to participate in the marathon of ringing. It was a ringing endorsement of a healthy community.

The main reasons for success have been good local organisation and leadership, a building stock that provided opportunities for relatively low prices whilst being suitable for upgrading and a position within a region that possesses the capacity for growth and the resources for investment. Local people, however, feel that all of this is in danger because of the imposition of a large shopping centre that no one seems to want.

So, after more than eleven years, the conclusion can be drawn that the Newport Pagnell THI scheme has been a success. There has not been a dramatic change in the physical appearance of the town but rather a reversal of decline. In terms of quality of life, the measurable gains are as modest as the changes in the buildings, but what seems to be a lower income level is mitigated by the fact that the area is now home to more retirees. They have less income but possess reasonable buying power. When it comes to the HLF goals of economic regeneration, confidence and image building, the measures show a more robust growth. This is a healthy, engaged community.



## 3.14 PEMBROKE DOCK THI



The Defended Barracks, a kind of fortress that sits at the top of the hill overlooking Pembroke Dock. In spite of being a rather splendid structure and listed as a Grade II\* structure, it sits empty and with not much hope of any investment in its rejuvenation anytime soon.

### **3.14.1 Background to the Pembroke Dock THI**

Pembroke Dock in south west Wales was developed as a Royal Navy Dockyard following the Napoleonic Wars. A complete range of businesses, public services and accommodation serving the Navy and the civilian population was established during the course of the 19<sup>th</sup> century, and most buildings in the town date from this period.

In 1920, the ship-making facility at the Dock virtually closed. It acquired a new function as a base for Sunderland Flying Boats in the 1930s and experienced renewed military importance during WWII. However, the subsequent closure of the naval base left the Dock without a purpose, other than as a terminal for an Irish ferry service. By 2001, the Dock area consisted of undistinguished warehouses with the seaplane hangars and older stone buildings standing empty and neglected.

Little public or private sector investment had been made in the historic fabric of the town for many years, until the THI. The boundaries for the THI scheme coincided with the Historic Conservation District, with 21 buildings singled out for attention.

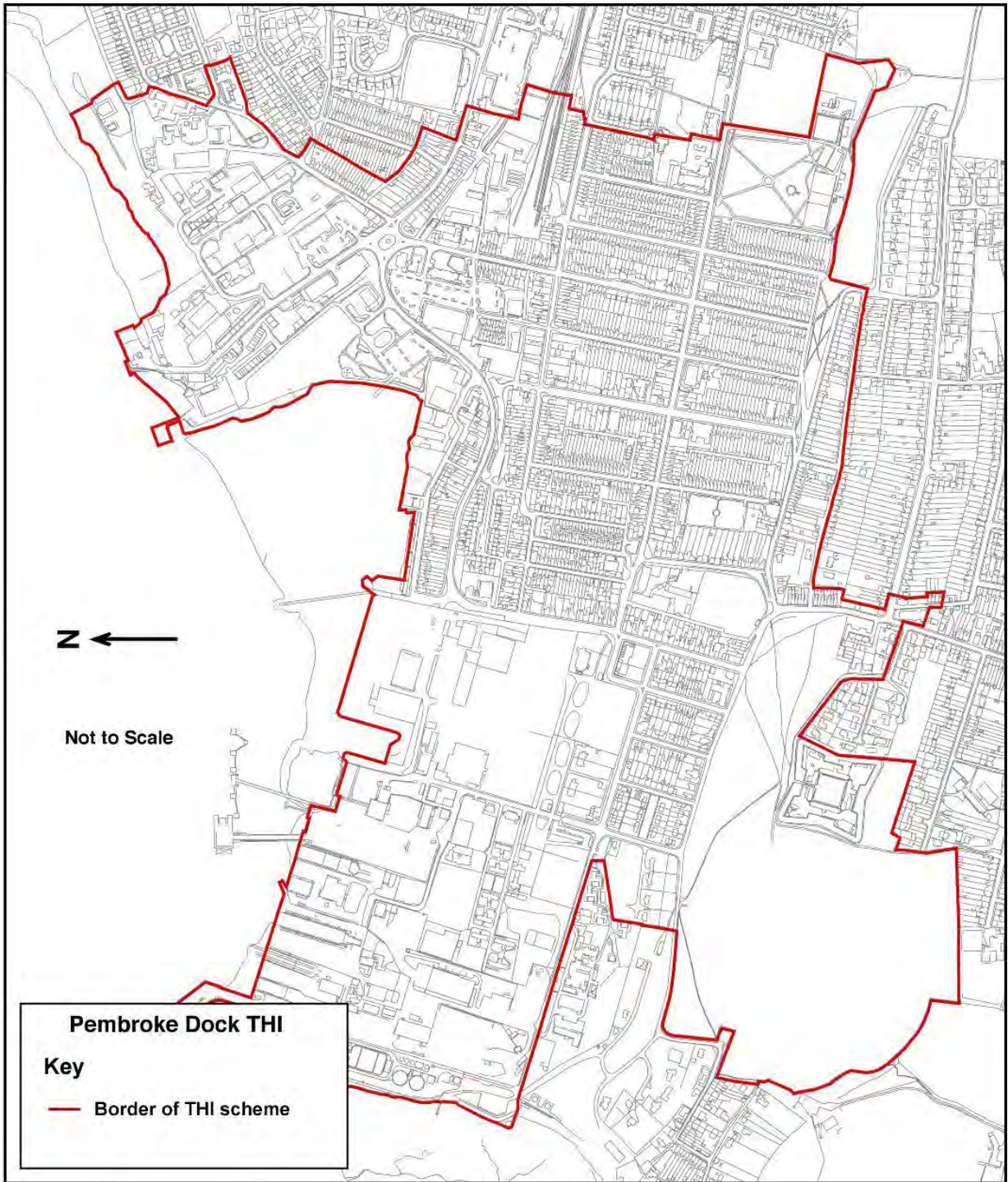
#### **Goals of the scheme**

The overall goals of the project were very general. The intent was to preserve and enhance heritage significantly by addressing threats such as the deterioration of buildings awaiting redevelopment and the loss of character due to ill-considered development or inappropriate repairs.

However, a shorter list of 21 buildings were singled out for attention, and specific work on these structures was the primary focus of the project.

In 2006, the OBU research team was cautious regarding movement toward the achievement of the HLF's four stated goals. There were definite signs of improvement in the appearance of the townscape but little movement in measures relating to quality of life, economic improvement and public confidence. The jury was certainly out.

The 2010 site visit discovered that vacancy was still relatively high, some of the buildings on which much restoration care and money had been lavished remained empty, where improvements had been noted in 2006 there were once again signs of neglect and attitudes had not changed noticeably.



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THI Boundary (shown in red) in Pembroke Dock

### 3.14.2 Funding and outputs in Pembroke Dock

When the team visited Pembroke Dock after the THI scheme had been operating for about five years, they found that five major repair projects involving significant vacant and derelict buildings were underway or had been completed: the former Garrison Chapel, a Grade II listed building, had been restored and the former Market Building just outside the dockyard had been renovated.

A building on Bush Street had been re-occupied by flats and a shop, Sunderland House was being used as an office and one of the former seaplane hangars had been refurbished and was in use as a pre-fabrication workshop. Five shop premises and four privately owned homes underwent external improvements with THI grants. Other THI grants helped fund repairs to the Grade II listed Dockyard Walls, partial reconstruction of the sea wall and public realm work including the introduction of a public heritage exhibition space and signage for a town trail.

However, the vacant, Grade II\* listed Defensible Barracks remained abandoned and derelict, and the aim to secure a full time use for the Garrison Chapel and for the renovated Market Building had not been achieved.

The researchers found it difficult to understand the financial information regarding project expenditure that was provided to them by the local THI administration. There was a list of buildings that received or were slated to receive funding up until 2007. This list did not coincide with another list of sites that had received funding over the whole period of the scheme as reported in 2010. There were lists of sites showing floor area renovated, businesses housed and jobs created but not all of those lists indicated how much money was spent on each site. The local THI managers indicated in 2010 that in each of the former Sunderland Hangars 50 people were now employed. Consultation with the Milford Haven Port Authority revealed that only 10 people were permanently employed in one building whilst as many as 100 worked in the other but only on a cyclical basis when projects were available.

Part of the problem may be that sites were identified differently at different stages of the project being listed by address at one time and as a building number within categories, such as Town Centre, at another. There is no reason to believe or suggest that the money was not all spent legitimately, but the records provided to researchers are inexact.

It should be pointed out that monitoring expenditures was not in the OBU team's brief. In spite of the inexactness of the numbers, observations can be made and conclusions drawn from the approximations the team has, and it is unlikely that these observations would change with more accurate figures.

The principal contributors to the Pembroke Dock THI Common Fund were the Pembrokeshire County Council, the Welsh National Assembly, the Welsh Development Agency, CADW, the European Commission and the Heritage Lottery Fund. The OBU team is concerned about the overall budget and in particular with the impact of the HLF contribution. It appears that between 2000 and 2010 over £12.7 million was spent on the Pembroke Dock THI. Of that over

£2.5 million was the HLF contribution representing just over 20%. What a closer look at the numbers reveals is that £6,468,535 was spent on structures not in the town proper but within the former naval precinct. Of that 50% of the total budget, the lion's share of £4.5 million went in to three buildings, the two Sunderland Hangers and the Garrison Chapel. About a quarter of the total budget, £3.4 million, was spent refurbishing buildings that remain empty or are used irregularly.

**APPROXIMATED THI EXPENDITURES IN PEMBROKE DOCK**

Numbers to 2007	TOTAL	HLF	JOBS
Garrison Chapel	1,835,531	697,832	
Sunderland House	522,190	84,091	15
Eastern Hangar	1,372,776	132,203	50
Dockyard Wall and Gates	775,668	123,384	
Dockyard Infill	8,055	1,350	
Navy Land	4,500	500	
Defensible Barracks	37,610	7,788	
Front Street Demolition Gap Site	28,333	8,333	
Market Building	1,295,944	129,878	
Commercial Row Fees	7,500	0	
50-54 Bush Street	675,000	135,617	1
Town Centre Retail	206,596	31,191	15
Ecclesiastical Buildings	148,984	11,870	
Town Trail	160,306	106,683	
Residential	118,247	20,549	
Staff/Office Costs	420,850	180,304	
Master Plan	25,000	0	
Front Street Marina	420	0	
Western Hanger	1,465,007	105,000	50
Barrack Hill Design	860	0	
Reinstatement of Dock Walls	381,195	223,427	
The Port Hotel	450	0	
<b>Grand Total</b>	<b>9,491,022</b>	<b>2,000,000</b>	<b>131</b>

Currently Known to be Vacant

2000-2010 THI TOTAL	£12.7 million
HLF CONTRIBUTION	£2.5 million

Numbers to 2010	TOTAL	HLF	JOBS
Port Hotel	359,260	40,500	
Commercial Row			
No 14 (Residential)	20,189	8,145	
No 15 (Residential)	25,959	9,965	
No 17 (Retail)	101,200	19,558	
No 18 (Retail)	55,600	10,395	
No 22 (Residential)	19,112	5,107	
No 23 (Retail)	20,000	7,500	
Town Centre Retail			
No 12/14 Diamond Street (Retail)	78,500	24,342	
Gordon's (Butchers) (Retail)	95,900	12,900	
85 Queen Street (Retail)	15,949	6,955	2
Market Building E Wing (Commercial)	300,000	75,000	
Old Storehouse (Irish Ferries Offices)	339,500	84,875	
Dockyard Walls (Former RMAS Site)	56,003	14,001	
Old Albion Sq. School (Commercial)	113,500	56,750	
Albion House (Residential)	53,888		1
Sunderland Trust	20,000	6,000	
Community Project	50,000	25,000	
Former Coronation School (Residential)	1,100,000	67,400	
Oakum Building (Offices) (Commercial)	279,000	46,500	
Swan Inn (Queen Street) (Commercial)	40,038	11,019	
Garrison Chapel	10,000	5,000	
Staff/Office Costs	70,000	35,000	
<b>Grand Total</b>	<b>3,223,598</b>	<b>571,912</b>	<b>3</b>

### **3.14.3 Findings by data type for Pembroke Dock**

#### **Townscape survey**

The final townscape survey and land use mapping were carried out in Pembroke Dock on July 26 - 27, 2010. It was noted that after rising modestly between 2001 and 2006, the aggregated townscape score for Pembroke Dock slipped down again in 2010. One of the areas in which the townscape score declined most was with regard to street furniture quality. After 2001 some new benches and trash receptacles were installed. These were noted in 2006 but by 2010 the quality of these items had begun to deteriorate once again. The scores for private space in view also decreased but, as one would hope given the THI focus, the scores for heritage in view continued to increase over the ten year period of the programme with historic place reference and quality of conservation work showing genuine progress. Both Sunderland hangers have been refurbished and are in use, but the Market remains empty and the Defended Barracks continues to deteriorate. The land use map now shows economic activity on portions of the dockyard that were formerly vacant, but there are still extensive portions of unused land around the harbour and some vacancy in the town proper.

#### **Household questionnaire**

Approximately 500 household questionnaires were mailed to residents in Pembroke Dock during 2010. A total of 127 were completed and mailed back, representing a return rate of 25.4%. Whilst the 2006 household questionnaire indicated a slight but noticeable rise in most of the measures over the 2001 figures, 2010 saw a drop in 60% of the those same measures with a third going up and a couple staying the same. Some of the more positive indications are that people still feel that there is a tight-knit community and that they are well represented, but concerns over cleanliness as well as future prospects are more acute. Safety and crime reports have improved and reported income has increased, but the number of people reporting full time jobs has decreased.

#### **Interviews**

Three officials returned completed interview outlines that were sent to them. One was a schoolmaster, one an engineer with Milford Haven Dock Company and one an employee of Pembroke County Council. During the site visit, two other local people were interviewed. Following the site visit, a further conversation was conducted by phone with an official of the Milford Haven Port Authority. In spite of the fact that Pembroke Dock has an interesting history and a good collection of heritage buildings, those interviewed or returning written comments cited the poor state of the underlying economy as a persistent problem. The continued trend of out-of-town or edge-of-town shopping and the tendency to pull business away from the high street was noted as a problem. The large size of the Pembroke Dock conservation area and the perception of too much conservation control also make rejuvenation difficult. 'You have to ask permission to blow your nose', one person complained. Still, the conservation efforts to date, especially in the Dockyard were said by a couple of interviewees

to have 'transformed' the area, 'put life into the town' and lifted 'pride' and 'morale'. What they worry about is whether such renewed pride can be maintained without more jobs.

## **Secondary data**

Not all of the secondary data items that were collected during the Baseline study in 2000 have been available over the ten year period of the study. Of the 12 statistical measures contained in the 2006 report, it is now possible to access only seven. However, there were a sufficiently large number of data sources included in the original research plan that even with a reduced number there remains sufficient material to make informed comparisons in conditions at different time periods. The statistical record shows that some measures such as unemployment level and long-term unemployment actually improved between 2001 and 2006. Unfortunately, those numbers went in the opposite direction between 2006 and 2010. That may reflect the short-lived presence of the call centre, which promised to provide employment but was gone by 2010. Nevertheless, overall employment grew slowly but steadily by 36%, although unevenly across the two wards included in the Pembroke Dock study area. Property values almost doubled over the ten years, which was close to the average for the County, but values actually declined considerably between 2006 and 2010. It appears that there were signs of recovery mid-decade that were not sustained.

### **3.14.4 Additional impacts of the Pembroke Dock THI**

Additional impacts of the THI are captured using the balanced scorecard, described in section 2 of this report. This allows changes brought about by the investment to be tracked over time against the four main themes of the project. The scorecard for each of the three points in the research are set out below, followed by a brief commentary of what these reveal about the additional impacts of the scheme on Pembroke Dock.

The overall score moved very little, declining less than half a percentage point. There are some conflicting indications, with the education and aspiration measure moving up, whilst community spirit and confidence measures dropped. The townscape quality and economic regeneration measure remained fairly stable but with slightly lower numbers in a couple of specific items such as streetscape quality and capital values. The picture over the ten year period of observation is of town that 'held its own' in spite of economic forces that might have driven down the quality of life, townscape, economic vitality and local confidence. Heritage-led regeneration contributed to that stability if not to improvement.



### The Balanced Scorecard for Pembroke Dock -2010

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			55.8
Employment and Income	20	10.94	54.70
Education And Personal Aspirations	20	12.78	63.90
Sense of Community and Social Inclusion	20	10.33	51.67
Security, Crime and Order	20	10.58	52.90
<b>Indicators of Townscape Improvements</b>			69.1
Townscape Quality	20	14.70	73.50
Public Space Management	20	13.26	66.30
Private Space and Façade Management	20	13.60	68.00
Heritage Interpretation	20	13.73	68.65
<b>Indicators of Economic Regeneration</b>			63.2
Land Use Changes	20	11.80	59.00
Retail Usage and Demand	20	9.16	45.80
Capital Values and yields	20	15.15	75.73
Pedestrian Usage and Traffic Flow	20	14.47	72.33
<b>Indicators of Image and Confidence Building</b>			57.0
Media Coverage and Perceptions	20	10.80	54.00
Attitudes of Citizens and Community Leaders	20	10.92	54.60
Visitation and Sustainability	20	10.03	50.13
Business Vitality and Investment	20	13.82	69.10
<b>Total</b>	<b>320</b>	<b>196.06</b>	<b>61.3</b>

### The Balanced Scorecard for Pembroke Dock -2006

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			54.1
Employment and Income	20	10.40	52.00
Education And Personal Aspirations	20	10.13	50.67
Sense of Community and Social Inclusion	20	11.45	57.27
Security, Crime and Order	20	11.27	56.35
<b>Indicators of Townscape Improvements</b>			68.5
Townscape Quality	20	15.20	76.00
Public Space Management	20	12.96	64.80
Private Space and Façade Management	20	13.80	69.00
Heritage Interpretation	20	12.82	64.10
<b>Indicators of Economic Regeneration</b>			65.0
Land Use Changes	20	11.60	58.00
Retail Usage and Demand	20	9.28	46.40
Capital Values and yields	20	15.99	79.93
Pedestrian Usage and Traffic Flow	20	15.11	75.53
<b>Indicators of Image and Confidence Building</b>			60.1
Media Coverage and Perceptions	20	11.41	57.05
Attitudes of Citizens and Community Leaders	20	11.09	55.45
Visitation and Sustainability	20	11.52	57.60
Business Vitality and Investment	20	14.03	70.15
<b>Total</b>	<b>320</b>	<b>198.06</b>	<b>61.9</b>

### The Balanced Scorecard of Pembroke Dock 2000

Indicator	Possible-Score	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			54.6
Employment and Income	20	9.72	48.6
Education And Personal Aspirations	20	11.56	57.8
Sense of Community and Social Inclusion	20	10.92	54.6
Security, Crime and Order	20	11.5	57.5
<b>Indicators of Townscape Improvements</b>			62.8
Townscape Quality	20	14.5	72.5
Public Space Management	20	11.69	58.45
Private Space and Façade Management	20	12.6	63
Heritage Interpretation	20	11.41	57.05
<b>Indicators of Economic Regeneration</b>			62.0
Land Use Changes	20	10.27	51.33
Retail Usage and Demand	20	8.2	41
Capital Values and yields	20	16	80
Pedestrian Usage and Traffic Flow	20	15.09	75.47
<b>Indicators of Image and Confidence Building</b>			58.3
Media Coverage and Perceptions	20	11.09	55.45
Attitudes of Citizens and Community Leaders	20	11.64	58.2
Visitation and Sustainability	20	11.51	57.53
Business Vitality and Investment	20	12.44	62.2
<b>Total</b>	<b>320</b>	<b>190.14</b>	<b>59.4</b>

## Quality of life enhancement

Scorecard	2000 - 2006 Down 0.5%	2006 - 2010 Up 1.7%	2000 - 2010 Up 0.6%
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Life in Pembroke Dock did not improve or even change very much over the ten years of observation. There was an increase in employment in the middle period probably due to construction of the nearby LPG terminal, but it did not last. Over the ten years, employment only rose slightly and many of the new jobs are part time. By 2010 over 40% of those responding thought their future incomes would decrease. That had doubled since 2006. On the bright side, school results improved, and the strong sense of community persisted, although many fewer people voted in 2008 than in the previous election. People felt safer, but statistics on actual crime were unavailable. It appears that the improvements sponsored by the THI/HLF might have kept matters from getting worse but did not contribute noticeably to improvement in the quality of life.

## Townscape improvement

Scorecard	2000 - 2006 Up 5.7%	2006 - 2010 Up 0.6%	2000 - 2010 Up 6.3%
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It is true that a great deal of money, £12.7 million, was been spent in Pembroke Dock to restore some remarkable and unique buildings. They have improved in appearance and will be useful for many years to come. There are two problems, a) the handful of buildings on which over half the money was spent are not in the town proper, and b) much of the floor-space renovated remains empty or is used intermittently. Over the ten years of observation the appearance of the town did show improvement, and local people show pride in things like the dockyard wall panels and town trail, but in the end the area was simply too large for the THI to impact. Outside the old dockyard, the uptake of funds available was not great, with only about 20 projects sponsored, and tension over conservation rules persisted. The town spreads over an area that is more than eight football pitches in length. It is not that the Grade II building should not have been refurbished, but there are other HLF programmes for individual structures. The Townscape Heritage Initiative is intended to improve the appearance of the entire targeted area, and in this case, the area was too large to benefit.

## Economic regeneration

Scorecard	2000 - 2006 Up 3.0%	2006 - 2010 Down 1.8%	2000 - 2010 Up 1.2%
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Over the ten years since 2000 very little has changed in land use in the town. More of the dockyard properties are in use, but that is mainly for storage, including one of the old Sunderland hangars. However, one wonders if at £1.4 million (£383 m<sup>2</sup>) it is not very expensive warehousing for sugar beets. Much is made of the use of the other hangar for constructing sets for recent popular movies, but in fact it was used for making Star Wars long before it was renovated, so has the cost of refurbishment really added to the local economy? Probably yes, and there is a hopeful future for the structures. In retail little has changed, but 50% of people questioned say that shopping has problems, and among those the majority say there are serious problems. What the OBU team sees over ten years is a slow

steady decline in retail and commercial activity and percentage occupancy. The number of owner-occupiers of residential property has declined by 5% since 2006, as has the investment in maintenance. That could indicate absentee owners perhaps intending to retire to these homes and renting them in the meantime. After spiking in 2006, property values have fallen by 25%, but over the whole ten years they have doubled. That means property values in Pembroke Dock have performed at the same rate as the rest of the county.

### Image and confidence building

Scorecard	2000 - 2006 Up 1.7%	2006 - 2010 Down 2.9%	2000 - 2010 Down 1.3%
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People in Pembroke Dock feel that their politicians care but are not necessarily making good decisions. Negative sentiment about council performance rose from 42% to 55% between 2006 and 2010. A number of councillors spoke enthusiastically to OBU researchers in 2006 about future projects such as a wet dock and marina in the harbour and attracting cruise ships, but none responded in 2010. In 2006, the town had applied for additional THI funding. Long-term unemployment is down but is still higher than surrounding areas, and whilst employment statistics do not look bad, only 26% of those responding to the questionnaire indicated they had full time jobs. Pembroke Dock remains a place without a very positive image of itself and without much confidence.

### 3.14.5 Summary evaluation of the Pembroke Dock THI

Pembroke Dock is not a bad place. It has attractive setting and a good collection of 19<sup>th</sup> century buildings that are generally in fair condition. Over the ten years, the physical appearance of the town has improved. Three Grade II listed buildings have been rejuvenated and they were no doubt worthwhile projects.

However, the THI had the aspiration of using built heritage regeneration as a catalyst for social and economic change as well as community confidence building, and in Pembroke Dock it is difficult to make the case that those aspirations were achieved using the indicators and measures that were put in place to evaluate success.

After ten years it can be concluded that whilst there have been some notable successes in revitalising heritage assets that may serve the town in the future, the goals of materially improving quality of life, stimulating economic revitalisation and increasing confidence have not been met. The situation has not become worse and the THI may be partly responsible for that, but the expenditure of well over £12 million (£2.5 million from the HLF) has not brought about marked improvement. The indicators that support these conclusions are outlined in this report.

### 3.15 WIGTOWN THI



The County Building, Wigtown – the critical project

### **3.15.1 Background to the Wigtown THI**

Wigtown is a small historic Burgh, and the former County Town of Wigtownshire, now part of the local authority area of Dumfries and Galloway in South West Scotland. The town is situated on gently rising land at the confluence of the River Bladnock and the Cree Estuary, on the Southern coast of Dumfries and Galloway. It lies approximately 60 miles west of Dumfries.

The main plan of the town dates from dates from the 14<sup>th</sup> century, with significant new building in the 19<sup>th</sup> century, due to the construction of a new harbour, and better access by sea. However, the town subsequently declined, this time as a result of changing modes of transport. With a shift from water borne transport the development of the railways and a new road, Wigtown found itself no longer on a trade route and lost its regional importance to Stranraer and Newton Stewart. The 20<sup>th</sup> century saw continued decline, particularly as a result of local government reorganisation and declining agricultural income.

A consequence of economic decline meant that much of the historic and architectural character of Wigtown has been preserved, largely undamaged by 20<sup>th</sup> century redevelopment.

By 2000, the town had no major economic or administrative function and was in need of social and economic regeneration. As a further consequence of this decline the town's historic fabric was threatened, particularly the large Victorian Gothic County Building, which forms the centrepiece of Wigtown.

The successful bid to become Scotland's 'Booktown' gave impetus to the efforts to regenerate the town, resulting in the establishment of 15 new book businesses, and acting as a spur to widen regeneration, including plans for the revitalisation of the County Building, which has now been completed. The development of the 'Booktown' enabled a 'vision' for Wigtown to be created which has acted as a focus for various public funding initiatives and in particular the THI. However, the 'Booktown Company', set up as a regeneration initiative, ceased in March of 2007, to be replaced by the 'Festival Company', to manage events in the town.

No previous significant conservation-led regeneration projects appear to have been undertaken in Wigtown, prior to the THI. Solway Heritage Trust did initiate a Facelift Scheme in 1998 before the successful THI bid in 1999. However, the Wigtown THI can really be seen as a process of 'adding a final touch' to an established regeneration initiative for the town, tied to the development of the 'Booktown' concept. The town won this accolade as Scotland's booktown in 1997. The driving force behind this regeneration initiative was the local Community Council who wished to sustain and revitalise the economy of Wigtown. As such, the THI initially resulted from an economic and community regeneration initiative rather than one that was conservation-led. However, the HLF monies provided a commercial catalyst for attracting other funding and making the project possible.

## Goals of the scheme

The stated primary aim of the THI identified within the Stage II submission document was to 'preserve and enhance the conservation area to ensure that the long history of Wigtown can continue to be read in the fabric of the town. The purpose of this being to generate an attractive town that is economically stable, has a strong sense of place and about which the residents can be justly proud and visitors can truly enjoy'.

The strategy proposed in the THI Stage II submission sought to achieve the above aim in three ways:

- direct investment in the building of the town
- appropriate investment in the public realm
- appropriate planning controls

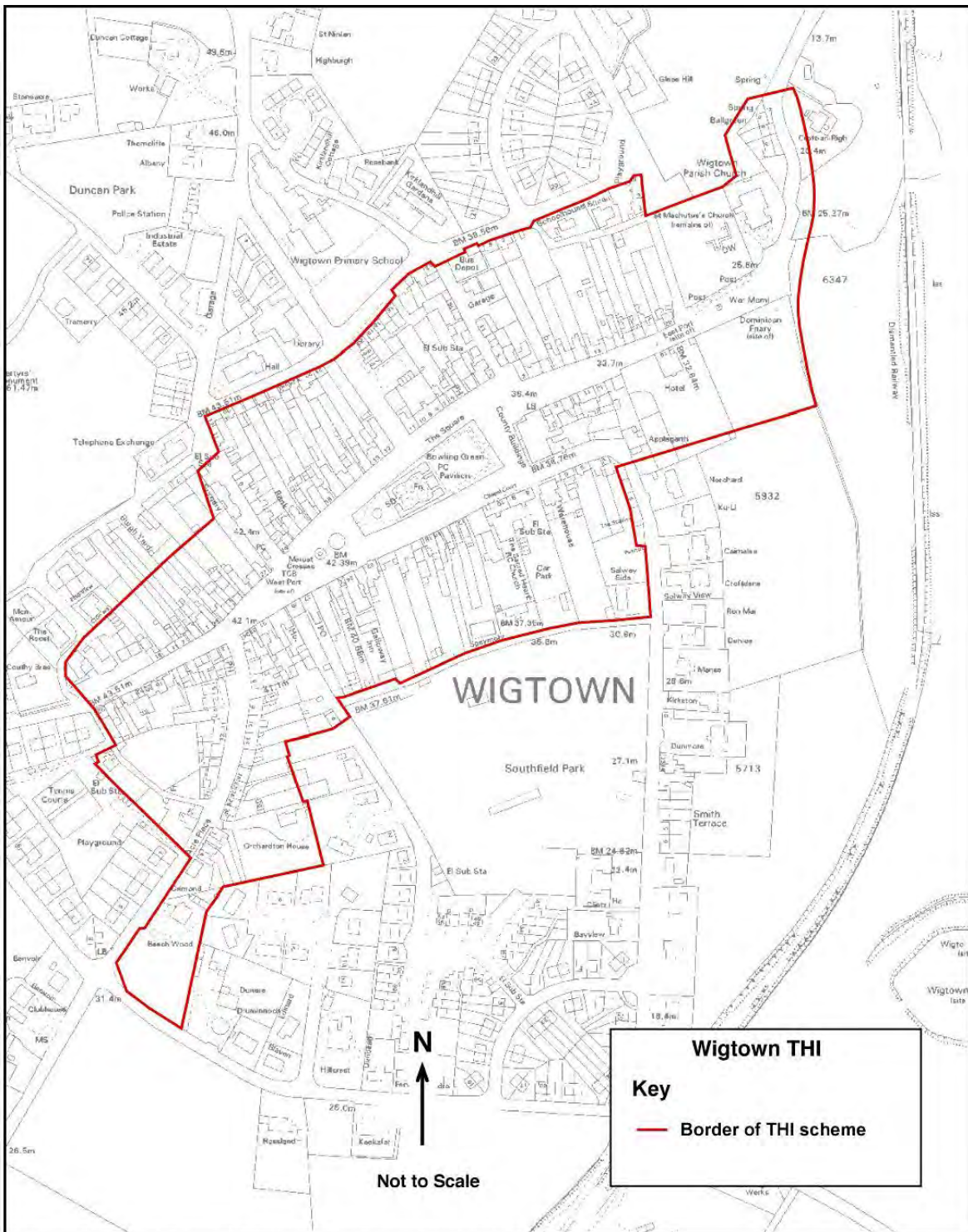
Specifically the THI was established to provide funding for a three year programme of conservation under the following headings:

Refurbishment of County Building	£1,250,000
Repair grants for individual properties	£360,000
Public realm works (Mercab Cross/Parliament Square, Garden Area, County Building Frontage, War Memorial)	£ 160,000
Project Officer salary/consultants	£ 80,000
Total fund	<u>£1,850,000</u>

The County Building would receive 90% allocation from the Common Fund for the whole of the eligible works outlined in the Feasibility Study (excluding fitting out). A £125,000 grant from Historic Scotland had originally been allocated for the Common Fund, but instead was put towards meeting the remaining County Hall costs. The County Building project was highlighted as a 'critical project' in the THI.

Individual repair/restoration grants to eligible properties would be at a rate of 70% (with ceiling limits depending on categories of work).

The public realm works would receive an allocation of 100% from the Common Fund.



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THI Boundary (shown in red) in Wigtown

### 3.15.2 Funding and outputs in Wigtown

The THI involved a range of partners with interests in regeneration and heritage conservation. In terms of organisation, the partnership was led by Solway Heritage, which is an established environmental body with charitable status and a company limited by guarantee. Set up to promote the heritage of Dumfries and Galloway, it has its own small team of specialists in architecture, ecology, town planning and landscape, experienced in dealing with differing areas of heritage work.

The other members of the partnership/steering group comprised the following:

- Solway Heritage
- Wigtown Community Council
- Dumfries and Galloway Enterprise
- Dumfries and Galloway Council

Other funding parties:

- Historic Scotland

Other local partners:

- Machers Action Ltd (Community Action Group)
- Wigtown Business Association
- Wigtown Booktown Committee

Stage One application was made to the HLF in April of 1999, and Stage Two was submitted in February 2000. The contract with the HLF was signed on 14<sup>th</sup> September 2000.

The overall breakdown of contributions between funders was as follows:

<b>Common Fund</b>	
HLF	£ 925,000
Dumfries and Galloway Enterprise	£ 150,000
Dumfries and Galloway Council	£ 650,000
<b>Total</b>	<b>£1,725,000</b>
Historic Scotland (County Building)	£125,000

In respect of repairs to individual properties, eligible buildings were grouped into three categories according to priority for repair and visual significance. Group A (the most important buildings) were given maximum encouragement to apply for grants during the first year of the THI. Group B buildings were targeted during the second year, and Group C in the third.

The scheme was completed in 2003. One hundred and fifty-five projects were considered under the THI, but only 50 were targeted. All A graded buildings were repaired and a total of 40 buildings received grants of up to 70%. There was only one failure in terms of a building awarded a grant but not being completed, this due to a slow landlord. A number of applicants also scaled down the amount of work undertaken from that originally envisaged. The result was that the final grant drawn down was less than original award. In June 2006,



HLF received the last grant payment request for the THI, bringing HLF's total contribution to the scheme to £846,000, 91% of the original award.

The critical project, the County Building, has been fully restored. This now incorporates community rooms, a public library, and an observation room for ornithology, as well as a youth drop-in centre. Public realm works have improved the setting of this building.

In addition, several new B&Bs have opened in the town, there are new shops, and the perception of local people is that the quality of service within the town has improved.

It has not been possible to obtain detailed information regarding impacts on employment, and the summary above represents our understanding of the number and range of buildings repaired and brought back into use, as well as other, broader outcomes of the THI. However, the following comment was received from a local conservation officer directly involved in the scheme:

*Most of the properties where grant aid under the THI was given are residential or mixed use being small owner occupied or owner run businesses either connected with the book trade or occasionally a shop or café. For the most part repairs were relatively minor in relation to the whole property but I feel that it is unlikely that any significant changes to employment occurred as a direct result of the grant – new windows or a repaired roof is unlikely to have led to a direct growth in the establishment. The benefits would be more tenuous, for example, it is possible that the existence of the THI 'encouraged' businesses to remain or to develop their internet presence, say, due to the support given to the repair of the business base, lessening the overhead costs for a period. Occasionally, such as at 11 North Main Street, a fairly major refurbishment of an empty derelict building resulted in a lettable property that now houses (or did when I last had knowledge) the Historic Newspapers concern with employees (numbers unknown).*

*It is my perception that the real value in 'what has been achieved' lies in the intangible; the general up-grading of the fabric, the positive 'feel' of the town, the (psychological) encouragement given by the public investment that may have influenced some decisions as to business (or even residential) leading to further investment or something as basic as deciding to stay in the town rather than move away?, the positive image presented to visitors at the main occasions such as the Book Festival, and so on.*

*The refurbishment of the County Buildings has indeed seen benefits in that the library is now housed there as well as the Registrar and the Book Town Office. The refurbished halls are, I understand, now very well used and the building is a focal point for the community.*

### Summary of projects and their funding, July 2006

Location	Description of building and THI funded work	Total Cost	THI grant paid	Use before THI	Use after THI (July 2006)	Employment site after THI
<b>County Hall</b>			<b>£1,125,000?</b>			
Old market Cross			£650.00			
4 South Main St			£13,000.00			
6 South Main St			£0.00			
RC Church 11 South Main St			£1,778.00			
14 South Main St			£14,305.00			
17 South Main St			£9,746.00			
20 South Main St			£4,111.00			
Southfields 22 South Main St			£15,000.00			
23 South Main St			£8,807.00			
25 South Main St			£22,500.00			
27 South Main St			£5,824.00			
29 South Main St			£2,341.00			
30 South Main St			£20,582.00			
33-34 South Main St			£5,690.00			
Red Lion North Main St			£15,000.00			
7 North Main St			£7,500.00			
11 North Main St			£19,370.00			
15 North Main St			£2,500.00			
17 North Main St			£7,742.00			
18 North Main St			£18,578.00			
20 North Main St			£2,435.00			
28 North Main St			£0.00			
1 High St			£2,046.00			
4 High St			£8,366.00			
6 High St			£7,500.00			
5-7 High St			£7,778.00			
8 High St			£6,572.00			
Grapes Inn 3 Agnew Cres			£8,640.00			
4 Agnew Cres			£8,378.00			
19 Agnew Cres			£3,928.00			
1 Acre Place			£1,377.00			
2 Acre Place			£1,003.00			
3 Acre Place			£1,892.00			
4 Acre Place			£8,027.00			
5/7 Low Vennel			£20,000.00			
2 Bank St			£8,033.00			
12 Bank St			£0.00			
19 Bank St			£10,625.00			
20 Bank St			£7,500.00			
22 Bank St			£7,730.00			
24 Bank St			£6,292.00			
28 Bank St			£7,087.00			
27 North Main St			£660.00			
Public realm			£200,000			
<b>Total</b>			<b>£1.655m</b>			

### **3.15.3 Findings by data type for Wigtown**

#### **Townscape survey**

Townscape and land use surveys of the whole of Wigtown were conducted in the autumn of 2011. A total of 37 separate views were photographed and scored.

There have been significant improvements in key areas, and the overall townscape score has gone up by only 7%. The sense of dilapidation and the number of derelict buildings has gone down; investment in and around the County Building has had a dramatic effect on the appearance of this part of the town. The impression is one of investment in the public realm. The townscape score for many views has remained the same, some have gone up and some have dramatically increased. None have gone down.

Observation of land use shows that there are considerably fewer vacant properties than at Baseline, which in turn has had a positive impact on the townscape quality, since key views are no longer blighted by empty buildings. Many properties which were formerly residential, have been converted into retail – mainly book shops – and one or two cafes, or combinations of these, again have a noticeable influence on the character of the centre of the town. There has been some new build – a small terrace of houses – to the north of the town, on the edge of the conservation area. The scores for the ‘heritage in view’ theme have improved significantly.

#### **Household questionnaire**

Five hundred questionnaires were posted to all properties in Wigtown within the THI area in the summer of 2011. One hundred and ten were returned, compared with 152 from the same sample in 2001, representing a response rate of approximately 21%, one of the highest for any of the schemes examined in the research.

The household survey provides evidence of some clear trends, mostly positive. Respondents generally perceive an improving context. Their sense of Wigtown as a place to live is much more positive than in 2001, although this has reduced a little since 2006. Although for socialising and doing business, there has been only a marginal improvement, evidence from the survey indicates that the overall standard of living has gone up, that people feel safer and they feel the town is more cared for than they did. They also feel a much stronger cohesion to the community. They are also even more aware of their own heritage.

#### **Interviews**

It was not possible to arrange face-to-face interviews with those who had been directly involved in the project, since they all appeared to have moved on to other roles. However we did collect several written responses – and these have been reviewed in conjunction with the open question responses in the questionnaire to give a qualitative sense of the impacts of the THI in Wigtown.

Taken together, these show a positive attitude towards the THI and its benefits, combined with the Booktown initiative. There is a recognition that these benefits go beyond the immediate heritage and streetscape improvements: they imply a social and economic sustainability that was not present before the THI. Whilst the context of Dumfries and Galloway is generally on the up, the area is not without pockets of decline, particularly in the remoter areas. Wigtown has been saved from being one of these by the force of the two regeneration initiatives working together. The stakeholders also feel that the initiative has been a 'springboard' for new businesses. In addition local community pride in the town has been restored. As one elected member in the area commented:

*'I can't stress how important the THI has been for the town. It is not simply about buildings either; confidence of the community has been restored as well'.*

## **Secondary data**

Data was collected on six different measures from national statistical sources in 2011. Unfortunately, the data gathering parameters and geographical areas used have changed in some cases since the original survey in 2000 and 2001. In some cases, it has been possible to reinterpret the earlier data for comparison purposes.

The secondary data is difficult to interpret on its own because it is so patchy, and given changes in the way that the data has been collected between Baseline and this stage. None-the-less, the data does suggest that Wigtown has less deprivation than it did, better job prospects, and higher property values compared with the wider region.

### **3.15.4 Additional impacts of the Wigtown THI**

Additional impacts of the THI are captured using the balanced scorecard, described in section 2 of this report. This allows changes brought about by the investment to be tracked over time against the four main themes of the project. The scorecard for each of the three points in the research are set out below, followed by a brief commentary of what these reveal about the additional impacts of the scheme on Wigtown.

Overall, the balanced scorecard indicates a rise in quality (65.3% from 63.8% in 2006, and 62.9% at Baseline). What stands out, however, is that the townscape has improved, particularly with respect to heritage interpretation and streetscape, particularly in the early years, although this improved quality has been maintained. In addition, and confirmed by the qualitative data, there have been significant improvements with respect to attitudes of local people, and business vitality. Wigtown has also improved, according to the scorecard, in terms of economic regeneration, but not dramatically.

The Balanced Scorecard for Wigtown -2011			
Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			65.5
Employment and Income	20	12.70	63.50
Education And Personal Aspirations	20	10.52	52.60
Sense of Community and Social Inclusion	20	13.78	68.90
Security, Crime and Order	20	15.36	76.80
<b>Indicators of Townscape Improvements</b>			67.2
Townscape Quality	20	12.10	60.50
Public Space Management	20	13.58	67.90
Private Space and Façade Management	20	13.50	67.50
Heritage Interpretation	20	14.56	72.80
<b>Indicators of Economic Regeneration</b>			65.3
Land Use Changes	20	11.60	58.00
Retail Usage and Demand	20	10.58	52.90
Capital Values and yields	20	14.79	73.93
Pedestrian Usage and Traffic Flow	20	15.28	76.40
<b>Indicators of Image and Confidence Building</b>			63.5
Media Coverage and Perceptions	20	12.19	60.95
Attitudes of Citizens and Community Leaders	20	14.35	71.75
Visitation and Sustainability	20	13.01	65.07
Business Vitality and Investment	20	11.21	56.05
<b>Total</b>	<b>320</b>	<b>209.11</b>	<b>65.3</b>

### The Balanced Scorecard of Wigtown 2006

Indicator	Possible-Max	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20.00	13.24	66.20
Education And Personal Aspirations	20.00	10.32	51.60
Sense of Community and Social Inclusion	20.00	11.92	59.60
Security, Crime and Order	20.00	11.20	56.00
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20.00	12.30	61.50
Public Space Management	20.00	13.72	68.60
Private Space and Façade Management	20.00	13.30	66.50
Heritage Interpretation	20.00	14.07	70.35
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20.00	11.20	56.00
Retail Usage and Demand	20.00	9.81	49.07
Capital Values and yields	20.00	15.24	76.20
Pedestrian Usage and Traffic Flow	20.00	15.04	75.20
<b>Indicators of Image &amp; Confidence Building</b>			
Media Coverage and Perceptions	20.00	14.20	71.00
Attitudes of Citizens and Community Leaders	20.00	14.12	70.60
Visitation and Sustainability	20.00	12.67	63.33
Business Vitality and Investment	20.00	11.80	59.00
<b>Total</b>	<b>320.00</b>	<b>204.15</b>	<b>63.8</b>

### The Balanced Scorecard of Wigtown 2000

Indicator	Possible-Max	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	10.52	52.6
Education And Personal Aspirations	20	12.08	60.4
Sense of Community and Social Inclusion	20	12.88	64.4
Security, Crime and Order	20	12.93	64.65
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	11.7	58.5
Public Space Management	20	13.49	67.45
Private Space and Façade Management	20	12.8	64
Heritage Interpretation	20	12.43	62.15
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	9.6	48
Retail Usage and Demand	20	10.26	51.3
Capital Values and yields	20	14.96	74.8
Pedestrian Usage and Traffic Flow	20	15.04	75.2
<b>Indicators of Image &amp; Confidence Building</b>			
Media Coverage and Perceptions	20	14.23	71.15
Attitudes of Citizens and Community Leaders	20	14.4	72
Visitation and Sustainability	20	10.73	53.67
Business Vitality and Investment	20	13.11	65.55
<b>Total</b>	<b>320</b>	<b>201.16</b>	<b>62.9</b>

## Quality of life enhancement

Scorecard	2001 - 2006 Down 2%	2006 - 2011 Up 7.5%	2001 - 2011 Up 5.5%
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In general the evidence indicates that quality of life has improved in Wigtown from the Baseline although there are still significant issues in terms of comparisons with Scotland as a whole. Whilst household incomes have gone up, they still remain below the national average. None-the-less, rates of unemployment have fallen to a greater degree than elsewhere; and residents' sense of the town as a place to live has improved. The caveat that needs to be stressed is that the 'Booktown' dimension of Wigtown has brought in commercial activity – such as shops – but not necessarily the amenities that might improve residents' day to day sense of quality of life.

They also seem to feel that the town is even safer than at Baseline and there has been a shift upwards in their feeling that the community is 'tight-knit'. This is reinforced by the fact that there appear to be many more community, sport, cultural and social groups and activities than in 2001. What is remarkable is the number of such opportunities for community involvement in such a small settlement – particularly cultural and literary based groups and events.

The stakeholder view is that the town has been saved from decline. In terms of this indicator, the key finding is that there is more for people generally to do, and young people in particular. This suggests that the community is more sustainable.

## Townscape improvements

Scorecard	2001 - 2006 Up 4%	2006 - 2011 Up 0.2%	2001 - 2011 Up 2.2%
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The clear message from the research is that the town is felt to be well maintained and cared for compared with other places, and that it is on an upward trajectory in this regard. It is also seen as having more attractions for visitors compared with 2001, a view confirmed by the stakeholder interviews. The townscape survey shows that key areas, where most of the THI investment has occurred, have improved significantly as a consequence of the spend. The streetscape around the County Building and the Main Square is much better than at Baseline. However, taken together, improvement across the town is modest. This is also true for private space and façade management. Knowledge of the heritage of the town seems to have improved, on the evidence of the number and type of heritage markers noted by the survey respondents compared with 2001. The townscape scorecard also indicates measurable improvement with respect to conservation – and more so than with the other two themes of public space and private space management. All in all, the townscape has improved where it counts most for many users. In addition, there is much less evidence of neglect and serious decay than at Baseline, and vacancy rates have dropped significantly. In addition, there has been a not surprising shift of land use on the ground floor, in the main street of the town: a number of houses have been converted for retail – mostly book shops and cafes.

## Economic regeneration

Scorecard	2001-2006 Up 2%	2006 - 2011 Up 1.3%	2001 - 2011 Up 2.3%
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Land use changes have been significant, as indicated above particularly in the reduction of vacant premises, as well as the increase in book shops, cafes and B&Bs. The County Buildings are now fully occupied, and its community spaces are in high demand. Retail usage and demand is much healthier, as indicated by dramatic rises in commercial property values prior to 2006. However, whilst retail has improved as measured by the number of shops, residents' sense of improvement is marginal. The retail is specialised and does not address local needs – although there is evidence that existing grocery and other non-specialised retail is now more sustainable. The property market across the region has improved, and Wigtown has been in line with this, and in part outstripped it.

The town centre is felt to be livelier, although we have no direct measures of footfall; the impression is that it is more intensively used, and there are more visitors. This is evident in the fact that several B&Bs and other visitor accommodation has opened up.

The question of the synergy between the Booktown idea and the THI investment as causes for the economic improvements is complex; however, the stakeholder view is that they have both, in different ways, contributed to the revival of the town's fortunes.

## Image and confidence building

Scorecard	2001 - 2006 Up 1%	2006 - 2011 Down 2.5%	2001 - 2011 Down 1.5%
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The scorecard results for this theme are slightly out of step with the general sense from the other measures of the direction in which Wigtown is heading. In our view, the apparent reduction in confidence overall reflects the fact that even at Baseline, residents felt very positively in terms of the relevant sub-issues. For instance, in the 2001 survey a majority of respondents felt that the town had improved in the previous five years, and that the local authority cared about it. In these measures, this sense dropped a little, although it was still positive.

This picture is further complicated by the evidence from the survey that awareness of the THI has fallen significantly since Baseline.

### 3.15.5 Summary evaluation of the Wigtown THI

In essence, the THI in Wigtown, having the advantage of being co-incident with the Booktown initiative, has helped to transform a town that was in serious decline, to a place that has a much more secure future. It is no longer reliant, economically, on its agricultural hinterland; and its identity is quite different to what it was in 2001. The historic built fabric has been protected, even though the scheme has been dominated by a single, prominent building. The expenditure on the County Building, whilst not creating direct economic benefits, has contributed to the sustainability of the local community, as a focal point and a resource for community activities.

In general, the Wigtown THI has been a success in terms of meeting the majority of its intentions. In addition to the number of buildings that have been improved, along with public realm works, a number of other discrete changes can be seen from Baseline to 2006. These include a significant drop in vacancy rates; a dramatic rise in property values; greater economic viability of local businesses; increased employment and a measurable increase in local pride and sense of community.

The Wigtown THI represents good value for money as measured by the above changes, although it is impossible to separate the THI from the Booktown initiative in overall regeneration effect. The town has seen a dramatic improvement; it now has a much better visitor infrastructure; the County Building is a real focus for the local community; there is greater pride and confidence; local businesses are much more sustainable; and the townscape has improved significantly.



### 3.16 BLOXWICH THI



Bloxwich High Street in 2010, showing a terrace of improved shop fronts

### **3.16.1 Background to the Bloxwich THI**

Situated some three miles north of the centre of Walsall in the West Midlands conurbation, Bloxwich town centre is one of five district centres within Walsall Borough. Functioning as a busy local shopping and commercial centre, Bloxwich town centre consists of a small linear High Street running between two large green spaces to the north and south. It has its origins as a mediaeval settlement, but its present character is of a 19<sup>th</sup> century industrial town. The High Street, itself, is of modest architectural interest consisting mainly of 19<sup>th</sup> century unlisted buildings, although the area as a whole contains a small number of statutorily listed buildings, including churches and civic buildings which act as local landmarks.

In the latter half of the 20<sup>th</sup> century Bloxwich town centre, in common with much of the surrounding area, suffered from economic decline. This decline has meant that the architectural quality of Bloxwich has been steadily eroded, with a high proportion of upper floor disuse and deteriorating/lost architectural detail, poor shop fronts and inappropriate advertising. Coupled with this the general quality of the public realm, in terms of paving, street furniture and public planting is low. As a consequence, whilst Bloxwich survives as an intact 19<sup>th</sup> century High Street – in contrast with some of the surrounding settlements – its future survival is threatened by steady and piecemeal erosion of quality resulting from under-investment, and inappropriate modern intervention.

The Bloxwich THI was part of a wider regeneration strategy for the area, aimed at improving the quality of life for many of the Borough's most socially and economically deprived residents. The principal initiator of the Bloxwich THI was Walsall Metropolitan Borough Council. The Council had previously undertaken a number of successful area-based conservation-led regeneration programmes. Whilst no major conservation-led regeneration projects had previously taken place within Bloxwich, the area was identified as one of a limited number of priority locations based on a strong economic and social need, townscape quality and strong political and community support. A local Trades Forum had been established some 3-4 years before the THI application was made in 2000 and the area has a very active local community.

Prior to the launch of the THI project, a number of studies were undertaken/commissioned for Bloxwich including a Town Centre Health Check and Shopping Floor-space Profile. The impetus for the THI was initially economic rather than conservation-led. Conservation priorities were subsequently developed as the submission for THI status was prepared.

#### **Goals of the scheme**

The THI area covered approximately 50 acres and comprised two conservation areas, Elmore Green and Bloxwich Park and the interconnecting section of the High Street.

The THI contract start date was August 2001 and authority to start the project was granted the following month, with completion expected by September 2006.

There were no 'critical' schemes in this THI. The main issues to be addressed by the Bloxwich THI scheme were:

- Need for repairs and maintenance to buildings
- Poor quality shop fronts and signs
- Under-used or vacant upper floors
- Need for improvements for public realm
- Promotion of infill development

Initially considerable publicity work was undertaken to promote local interest and support for the THI, including leaflet drops and community meetings. One of the issues to emerge was the inability of many owners to afford their potential share of financial contributions to fabric repairs and improvements to property. Accordingly the grant levels were set at a high rate to encourage participation in the scheme:

- 80% grant for eligible repairs and reinstatement of architectural detail
- 90% shop front improvements
- 100% public realm improvements
- 50% grant for eligible works for bringing vacant upper floors into use.

According to the Project Closure Report commissioned by the local authority in 2010, grant rates were set at 75% for building repair and 90% for reinstatement of architectural detailing.



### 3.16.2 Funding and outputs in Bloxwich

The Bloxwich Town Centre THI was led and managed by Walsall Metropolitan Borough Council but involved a range of other partners. The Bloxwich Heritage Partnership was specifically formed at the instigation of the Council to involve local representatives in the THI process. A distinctive feature of the THI was the particular package of partnership funding.

Funding partners were:

- New Deal for Communities Board
- Advantage West Midlands
- Walsall Metropolitan Borough Council
- Heritage Lottery Fund

Non-funding participants:

The Bloxwich Heritage Partnership, which included representatives from:

- New Deal for Communities Management Board
- Bloxwich Traders Association
- Local Councillor
- Friends of Bloxwich Park
- Walsall Metropolitan Borough Council including the Area Parks Manager, Property and Development Services and Borough Conservation Officer

The breakdown of funding between partners was as follows:

HLF contribution	£525,000
New Deal for Communities	£400,000
Advantage West Midlands	£50,000
Walsall Metropolitan Borough Council	<u>£75,000</u>
<b>TOTAL</b>	<b>£1,050,000</b>

The project was originally due to finish in summer 2006, which would have coincided with the final stage of data collection for the five year evaluation. Instead, the deadline was extended and, as far as we can establish, the THI was completed in December 2007. The situation at the time of data collection in summer 2010 is presented here. By the end of the project it appears that £496,446 of the HLF grant had been spent, a shortfall of £28,554. The figures supplied by the local Bloxwich team are slightly difficult to interpret, but it is clear that overall there was a significant underspend of around £60,000 compared with the total available from the Common Fund (including HLF contribution).

In summary, according to the Closure Report supplied by the local THI team to us, the project has achieved the following:

- 36 grants to properties
- 29 grants for building repairs
- 24 grants to properties for reinstatement of architectural detail, mainly shop fronts

Most of the work carried out was on residential and retail properties. The largest grant was for £111,000, but the majority were much smaller. No grants were

given for projects intended to bring vacant floor space back into use; and only £38,000 was spent on public realm works. Generally, the work was done on buildings already in use and no significant change in use appears to have taken place as a consequence of the project. In 2006, it was reported that eight new jobs appeared to have been created, mostly in new businesses occupying refurbished premises in the town. We have not been able to ascertain the direct consequences for employment.

### **3.16.3 Findings by data type for Bloxwich**

#### **Townscape survey**

A townscape survey was conducted in the Bloxwich THI area in September 2010 using the Townscape method developed by the OBU evaluation team. Land-use maps for the ground floors were produced and are included. These are compared with the maps from the 2001 Baseline and the 2006 follow-up studies. A total of 40 separate views were photographed and evaluated. The scores from the Baseline study are compared with those from 2006. The summary of townscape scores is included in the report. The townscape score card shows that the streetscape of Bloxwich has improved steadily from 2001 to 2010 – the town appears better maintained, street furniture has improved, as has floorscape, and generally the pedestrian experience is better, despite the continued dominance of traffic on the High Street. Façade quality has also improved, although detailed maintenance has gone down since 2006. The main impact in terms of the visual heritage is that the quality of conservation work has improved. The townscape score maps, however, show a more mixed picture – some views improving over the ten year period, some worsening, but the majority remaining the same. The land use map shows that there are still vacant properties in the town – although fewer than in 2001, more than in the follow-up survey in 2006. At least two pubs have shut, and several buildings in prominent locations are empty.

#### **Household questionnaire**

Approximately 500 questionnaires were mailed in the summer of 2010 to randomly selected addresses in the THI area and surrounding streets; 103 were returned, compared with 87 in the 2006 survey – a modest improvement, implying at least an increased interest in the town amongst its residents. The findings from the questionnaire are mixed. In terms of jobs and employment prospects, the outlook is, not surprisingly, more bleak than in 2006. Bloxwich has, however, improved in the eyes of residents, as a place to live, in terms of crime and in terms of its cleanliness. On the other hand it is worse as a place to socialise and do business in. Awareness of the THI has actually decreased dramatically since 2006.

## **Interviews**

There were five written submissions, but we were unable to contact anyone who was available for an interview face-to-face.

The SWOT responses – from a local minister, conservation officer, business person, community officer and councillor – indicate a general sense that the THI has brought benefits to the town, but these have been largely cosmetic. There is a strong sense that Bloxwich's problems – with social-deprivation and increasing poverty – are deep-seated, and welcome as investment in the heritage is, improvements will take a long time. There is also a sense that the THI work has contributed to a 'more defined' sense of place.

## **Secondary data**

For the Baseline study, data was collected for twenty-one measures from national statistical sources. Since that time information for five of those measures is no longer available whilst in the case of nine others the collection areas have changed making comparisons impossible. This situation was anticipated in the evaluation design and is the reason for having a large number of data measures. We are still left with seven useable measures. Surprisingly employment levels are up slightly, but house prices have declined, or barely improved since 2006; educational attainment is up. It cannot be said that these changes have been even indirectly linked to the THI project, but they provide a useful context for understanding other impacts of the heritage investment.

### **3.16.4 Additional impacts of the Bloxwich THI**

Additional impacts of the THI are captured using the balanced scorecard, described in section 2 of this report. This allows changes brought about by the investment to be tracked over time against the four main themes of the project. The scorecard for each of the three points in the research are set out below, followed by a brief commentary of what these reveal about the additional impacts of the scheme on Bloxwich.

Overall, the balance scorecard for Bloxwich reveals a mixed picture over the ten years between 2000 and 2010. In terms of measures of quality of life, there was clear improvement between 2000 and 2006, but a small decline to 2010; likewise with image and confidence. However, townscape and economic regeneration have both improved – considerably to 2006, but less so since then. There has been no dramatic change in any specific measure – although streetscape quality and public space management show healthy improvements.

**The Balanced Scorecard of Bloxwich 2000**

2000

Indicator	Possible-Score	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	11.46	57.3
Education And Personal Aspirations	20	11.81	59.05
Sense of Community and Social Inclusion	20	11.05	55.25
Security, Crime and Order	20	8.07	40.35
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	10.7	53.5
Public Space Management	20	10.43	52.15
Private Space and Façade Management	20	10.5	52.5
Heritage Interpretation	20	11.98	59.9
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	9.6	48
Retail Usage and Demand	20	9.4	47
Capital Values and yields	20	13.78	68.9
Pedestrian Usage and Traffic Flow	20	11.07	55.35
<b>Indicators of Image &amp; Confidence Building</b>			
Media Coverage and Perceptions	20	8.98	44.9
Attitudes of Citizens and Community Leaders	20	8.75	43.75
Visitation and Sustainability	20	10.91	54.55
Business Vitality and Investment	20	13.46	67.3
<b>Total</b>	<b>320</b>	<b>171.95</b>	<b>53.7</b>

**The Balanced Scorecard for Bloxwich 2006**

Indicator	Possible-Max	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	10.98	54.9
Education And Personal Aspirations	20	13.16	65.8
Sense of Community and Social Inclusion	20	11.43	57.15
Security, Crime and Order	20	10.24	51.2
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	12.1	60.5
Public Space Management	20	11.74	58.7
Private Space and Façade Management	20	11.4	57
Heritage Interpretation	20	12.42	62.1
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	11	55
Retail Usage and Demand	20	11.02	55.1
Capital Values and yields	20	13.6	68
Pedestrian Usage and Traffic Flow	20	11.6	58
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	12.03	60.15
Attitudes of Citizens and Community Leaders	20	10.76	53.8
Visitation and Sustainability	20	12.96	64.8
Business Vitality and Investment	20	10.01	50.05
<b>Total</b>	<b>320</b>	<b>186.45</b>	<b>58.3</b>

**The Balanced Scorecard for Bloxwich 2010**

Indicator	Possible-Maximum	Adj. Site Score	%
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	11.32	56.6
Education And Personal Aspirations	20	10.76	53.8
Sense of Community and Social Inclusion	20	11.11	55.55
Security, Crime and Order	20	9.8	49
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	12.7	63.5
Public Space Management	20	12.7	63.5
Private Space and Façade Management	20	11.1	55.5
Heritage Interpretation	20	12.32	61.6
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	11.6	58
Retail Usage and Demand	20	11.08	55.4
Capital Values and yields	20	13.41	67.05
Pedestrian Usage and Traffic Flow	20	12.11	60.55
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	10.62	53.1
Attitudes of Citizens and Community Leaders	20	10.92	54.6
Visitation and Sustainability	20	10.96	54.8
Business Vitality and Investment	20	13.06	65.3
<b>Total</b>	<b>320</b>	<b>185.57</b>	<b>58.0</b>



## Quality of life enhancement

Scorecard	2000 - 2006 Up 4%	2006 - 2010 Up 1%	2000 - 2010 Up 5%
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Between 2001 and 2006, life for the people of Bloxwich presented a mixed picture of the 'same old same old' but punctuated by some genuine signs of hope for improvement. This has remained the case to 2010. The employment and income situation did not improve. There were more people at the bottom of the income ladder and fewer at the top. Not surprisingly, people's hopes for their future income and job prospects are not very positive. There appears to be some sense of community but it is not strong and there are many people who report belonging to no civic, religious, sports or amenity organisations. On the bright side are consistently improving school results and reasonable school attendance. Best of all is the falling crime rate and the dramatic reduction in serious personal crimes such as assault. People certainly feel safer on the streets and that may owe at least something to the improving quality of the physical environment of those streets. Perceptions of Bloxwich as a place and of the local authority's attitude towards it are improving.

## Townscape improvements

Scorecard	2000 - 2006 Up 5%	2006 - 2010 Up .5%	2000 - 2010 Up 5.5%
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In spite of honest attempts at public involvement early on, and experience with other heritage regeneration schemes Walsall Council and staff had a difficult job in convincing many Bloxwich residents and business owners of the value of historic conservation. There was a general resistance. Even with a 90% grant rate, it was hard at first to find participants. There has also been an enforcement issue in maintaining conservation standards and compliance with planning permissions. Nevertheless as more and more business owners in particular bought in to the renovation process subtle but important changes took place in terms of better façade quality, and conservation. It is disappointing that little money has been spent directly from the THI on the public realm, but nonetheless the work on the park areas at both ends of the High Street also contributed measurably to an overall improvement. The outcome has been a marked improvement in residents' feelings about the town, perhaps out of proportion with the actual changes. Almost a third felt that there has been an improvement in the appearance and cleanliness of the neighbourhood, which is a significant increase from 2001.

## Economic regeneration

Scorecard	2000 - 2006 Up 4.5 %	2006 - 2010 Up 1%	2000 - 2010 Up 5.5%
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One of the disappointments of the THI scheme in Bloxwich is that the original intention to target some of the funding at bringing vacant buildings back into use did not materialise. Absentee landowners are partly to blame. Although there were improvements in vacancy rates at the 2006 survey point, these have crept up again. Despite this, there have been some signs of improvement, as indicated by balanced scorecard results. The new market, although unrelated to the THI, is also

having a catalytic effect. However, although we reported in 2006 that the local property values are providing entry-level housing and there was a brisk market in the modest terraced housing available in the neighbourhood, values have subsequently failed to maintain their impetus, and in some parts of the town have declined, implying a serious lack of demand. Nonetheless, property ownership has increased over the research period.

### Image and confidence building

Scorecard	2000-2006 up 4%	2006 – 2010 no change	2000 – 2010 up 4%
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The good news for Bloxwich is that there is some more pride of place among residents and an optimism that is perhaps more admirable than justifiable. We reported in 2006 that ‘in almost every aspect except income and job prospects, where they are realistic, local people think things are getting better’. Unfortunately, this can no longer be said to pertain to the same degree. There is a greater sense of pessimism about livelihoods, although people generally feel better about Bloxwich as a whole. Fewer residents know about the THI scheme, compared with both previous surveys, although the stakeholders directly involved feel that the scheme has helped the appearance of the town. Most residents continue to have some degree of confidence in their council and feel that the leadership both cares about and has invested in the community. They are more inclined to buy property although no longer as willing to spend money on it, and they also feel it compares more favourably with other towns than they did.

### 3.16.5 Summary evaluation of the Bloxwich THI

Bloxwich remains a challenging town in terms of quality of life, and its economic prospects. However, the townscape has not significantly deteriorated since 2001, and in some ways has actually improved – certainly with respect to some important shop fronts, which now reinforce rather than rub uncomfortably up against its predominantly Victorian character.

However, as the Project Closure Report (2008) concludes, ‘*Project outputs and objectives for Bloxwich were probably not achieved: the THI area was too large to enable a critical mass of repaired buildings to be formed*’. We would concur with this. We would also agree the work on building repairs and shop fronts has been to a high heritage standard. It is just that there have been too few over too large an area to have made a significant difference to a place where the causes of economic and social deprivation appear to be so deep rooted.

The other factor that explains, in part, the lack of success of the scheme – in particular its failure to bring vacant floor space back into use – can be attributed to lack of clear management of the project in the early days – although this was subsequently resolved several years into the grant period.

The future remains uncertain for Bloxwich, and changes brought about by the THI grant can only be regarded as ‘cosmetic’ in the face of the local, regional and national economic difficulties.

In terms of the four key result categories set out as goals for THI schemes – quality of life enhancement, townscape improvement, economic regeneration and confidence building – the Bloxwich THI scheme presents a mixed scene: the overall balanced scorecard calculation shows a healthy 5% improvement since Baseline. However, this score has not changed since the 2006 survey, indicating that the town is holding up, but no more. The sense is that with the current economic climate things can only go in one direction.

With respect to the impact of the THI project directly, this has to be regarded as minimal – it has made a difference to some buildings, in terms of maintenance and cosmetic improvement, but it has not achieved many positives beyond this. There is no sense in which the local community has been particularly engaged in the programme, or that their understanding of the value of the local heritage has improved.

### 3.17 MIDDLESBROUGH THI



The former Ayresome Park Public House, the only critical project to have been completed within the original 5 year term of the Middlesbrough THI. The building has been redeveloped as yet another nightclub.

### **3.17.1 Background to the Middlesbrough THI**

Middlesbrough grew from a small hamlet in the 1840s to an industrial town with a population in excess of 90,000 by the end of the century. Expansion continued during the first half of the last century, as the town developed its primary manufacturing, processing and port functions. As with the rest of the North East, the economic fortunes of the town have been in decline since the 1970s.

The town has a fully planned street and block structure. The oldest part, Middlesbrough Historic Quarter, is designated a conservation area. It lies at the northern edge of the commercial centre of the town – split in two by a railway line and with the town's Grade II listed Victorian station and associated buildings at its core.

The Quarter has become isolated from the rest of the town and much of the built fabric is in a state of decay and dereliction. The area contains a mixture of predominantly commercial and leisure uses – clubs and bars – with some office, light industrial and warehouse activity. There is a small amount of retail, and, to the north, a quantity of residential. However, most of the housing element was demolished in the early 1990s, the site replaced by a large police station and a mixed use block – with offices and flats.

A number of initiatives have been targeted at regenerating the Historic Quarter in the last twenty or more years. £7 million was invested through the Government's Urban Programme between 1987 and 1995. In 1998, the station buildings underwent structural repairs with £2 million of Railtrack investment and around the same time, £400,000 of Single Regeneration Budget funding was spent on works to the station area.

The Middlesbrough THI aimed to further regenerate the station buildings – considered of pivotal townscape and economic importance to the area – as well as extend investment into the whole Historic Quarter, raise awareness of its significance and recreate it as a vibrant business area.

## Goals of the scheme

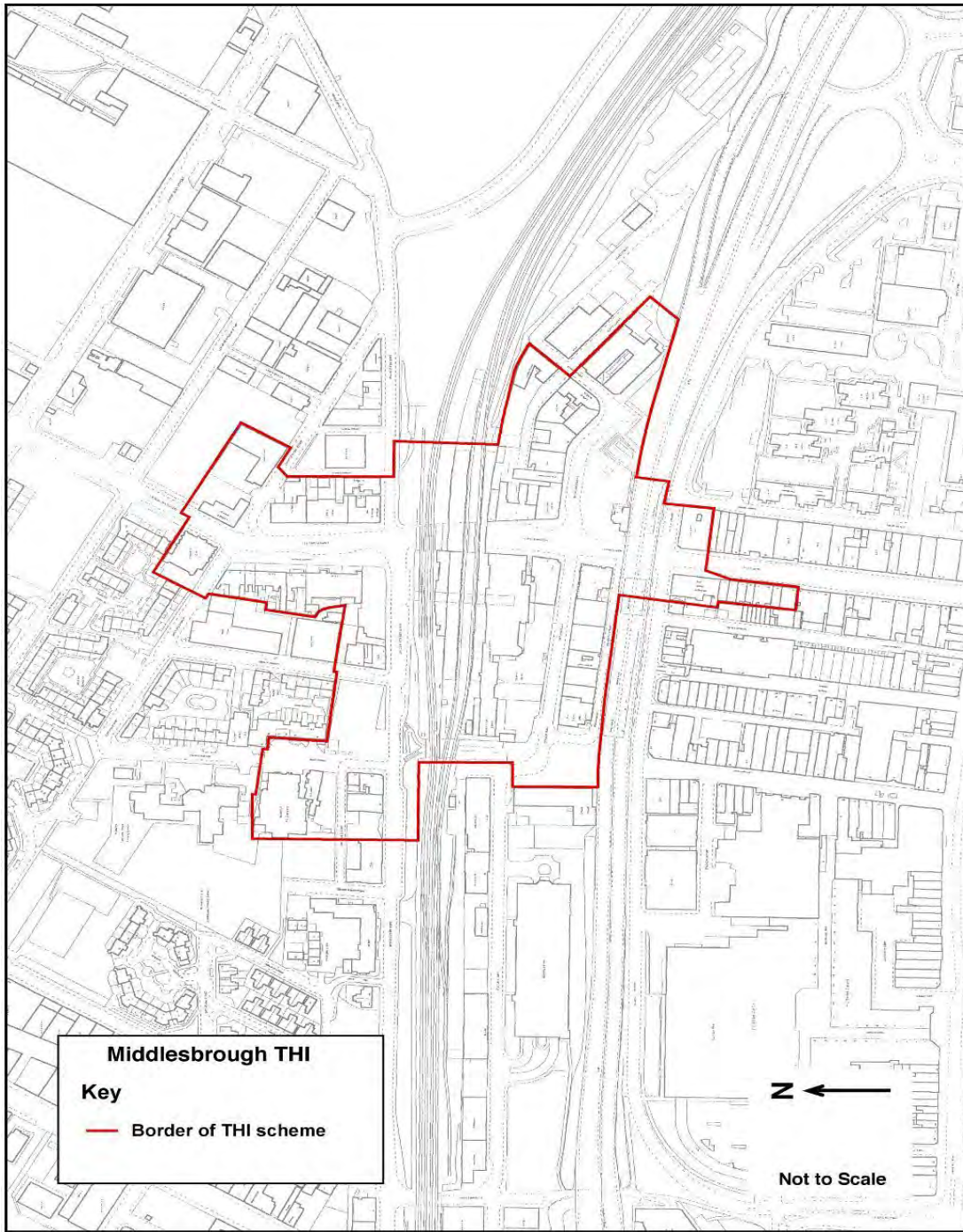
The THI was restricted to the town centre Conservation Area, which centres on Middlesbrough's railway station and encompasses the surviving historic nucleus of the early Victorian town.

The main aims of the THI were:

- Achieve substantial repairs to one critical project and up to 12 other eligible properties and reinstate architectural detail
- To bring vacant floor space back into use
- Support public realm improvements to the public space around the station and within curtilages
- Develop strategies to reduce crime
- Foster public awareness of the town's history and raise profile and marketability of the area
- Restore business confidence in the area
- Develop the conservation area management plan and procedures to support on-going conservation and enhancement of the area

The 12 buildings originally identified for repair and public realm work were:

- Cleveland Club
- Cleveland Buildings
- 1-15 Queen's Terrace
- Station Group
- 4 Exchange Place
- Exchange Place
- Exchange Square/Zetland Buildings
- Exchange House
- Spencley's Emporium
- 7 Zetland Road
- Ayresome Park PH
- Wellington PH



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THI Boundary (shown in red) in Middlesbrough

### 3.17.2 Funding and outputs in Middlesbrough

The principal initiator of the THI was Middlesbrough Council, through the Town Centre Company. A Historic Quarter Partnership Board was established with overall responsibility for the scheme. Members were: Middlesbrough Council; Middlesbrough Town Centre Company; One North East; Railway Heritage Trust; Railtrack; Teeside Archives; North East Chamber of Commerce; various community groups; Business Watch and the Cleveland and Teeside Local History Society.

The Common Fund amounted to nearly £2m, with £750,000 awarded by HLF and the rest mainly provided by Middlesbrough Council and Single Regeneration Budget funding. With additional private sector investment, anticipated scheme costs came to £4.7m. At the same time as the THI other major regeneration projects have been going on – including £145m investment in town centre improvements and work to redevelop dock and riverside land to the north at Middlehaven.

Common Fund	
HLF	£750,000
Other partners:	£1.165m
Middlesbrough Council	
SRB	
Total Common Fund	£1.915m
Other private investment	<u>£2.833m</u>
<b>Total anticipated investment</b>	<b>£4.7m</b>

By November 2006, when the fieldwork for the evaluation was carried out, the scheme had made very little progress. Only one building had undergone work with THI funds – Ayresome Park Public House, which benefited from £230,000 of grant-funded repair and architectural reinstatement work. All other projects had stalled. Owners had proved unwilling to take up grants. Separate to the THI, there had been some investment in the Historic Quarter. By the end of 2006, the station had undergone general improvements and its setting had been dramatically improved by the demolition of an intrusive 1960s office block. The Albert Road Railway Bridge had been transformed with Single Regeneration Budget, English Partnerships and the Railway Heritage Trust funding. Large portions of land formerly occupied by social housing had been cleared and a new police station had been erected on one of the sites.

In early 2007, a major revision to the original action plan for the THI was approved by HLF. Under the new arrangements, the scheme was set to be completed in 2009, with the final outcomes being significantly different to the original aims. The station group of buildings remained a critical project with plans to create artists' workshops in two vacant railway structures at an advanced stage. These have been delivered. The 'Platform Arts Initiative' was intended to form one element of a multimillion pound transformation of The Queen's Square area of the Historic Quarter. From the final visit, aside from the successful completion of the Platform Arts Initiative, it was unclear the extent to



which other anticipated funding had been levered in.

In essence,

- Expenditure on project as a whole: £2,167,808 (original anticipated funds: £4.7m)
- THI element: £684,603 (original grant: £770,000)
- Jobs created: 18
- Floorspace brought back into use: 3,156m, plus public realm improvements

The following table summarises expenditure and outputs.

Location/ Project address	Project Description and Work Type	Use Before THI	Use After THI	Floor area improved (m <sup>2</sup> )	Number of employees based at project before THI	Number of employees based at project after THI	Type of training skills offered (if applicable)	Total Project Costs (£)	THI Contribution (£)
Platform Arts	Restoration of buildings and conversion of former parvel store/fishquay into an artist's studio and workshop	Vacant	Tees Valley based charity committed to affordable studio provision for professional artists and the development of art practice within the region	713	0	16	Jewellery Making	£601,126	£170,000
Ayresome Park	Restoration of entire building	Public House	Public House/Bar Nightclub	1715	Unknown	Total requested from ONYX	N/A	£543,583.00	£184,818.54
PD Ports	Parapet walls & waste disposal system -External walls, portico's and terracotta -Window frames, glazing & leaded lights	Offices	Offices	External work funded by THI	No change	No change	N/A	£389,984	111,000
4 Exchange Place	Restoration of entire building, and conversion of upper floors into two maisonettes, with commercial use on the ground floor	Vacant	Take away and accommodation	278	0	2.0	0%	£339,750	£90,000
34-40 Albert Road	Restoration of entire building, and conversion of upper floors into apartments, with commercial use on the ground floor. THI funded the external works.	Public House/ vacant	Café/restaurant/ accommodation (to be completed)	450	0	TBC	TBC	£293,365	£128,784

### **3.17.4 Findings by data type for Middlesbrough**

#### **Townscape survey**

A townscape survey was conducted in the Middlesbrough THI area in September 2010. Land-use maps for the ground floors were produced and are included. These are compared with the maps from the 2001 Baseline and the 2006 follow-up studies. A total of 25 separate views were photographed and evaluated. The scores from the Baseline study are compared with those from 2006. The summary of townscape scores is included below.

Despite the relatively small number of properties touched by the THI, there has been considerable townscape improvement in the area since 2001. In particular 'heritage in view' has improved dramatically, with much higher scores being achieved for signage, conserved elements and quality of new buildings. There is less evident dereliction, and generally the streetscapes are tidier, cleaner, and show signs of investment in detailing of floorscape and edge features, as well as planting. We also noted a less threatening atmosphere.

The townscape score maps show clear improvements in quality of views around the station, and where the large new police station has been constructed. The land use map shows, however, that there are still vacant properties in the town – more than in 2001. A significant number of buildings have remained empty for more than a decade. The other key change has been the replacement of a number of houses built in the early 1980s by non-residential uses, as noted earlier.

#### **Household questionnaire**

Approximately 500 questionnaires were sent to randomly selected addresses in and around the THI area in the summer of 2010; 59 were returned, compared with 45 in the 2006 survey – a modest improvement, implying at least an increased interest in the town amongst its residents. The findings from the questionnaire are mixed. In terms of jobs and employment prospects, the outlook has not improved since 2006. However, in many respects as a place to live, Middlesbrough is a bit better than it was: it is seen as safer and cleaner, and there is a growing sense that the local authority both cares about the place and has invested in it.

Nonetheless, the THI area remains socially deprived, and this characteristic has not been materially affected by the THI project, in our view.

#### **Interviews**

Five SWOT questionnaires were returned, from a range of stakeholders including the conservation officer, local police Crime Reduction Officer, councillor and Development Control Officer.

In summary, the consensus is that the area has been improved significantly in terms of its appearance and safety, and would have been 'in a significantly

worse state' without the THI. In contrast with the views expressed in 2006, crime and prostitution are no longer issues. The main threat to the continued improvement of the historic quarter is lack of demand for premises in the current economic climate. In addition, there is a sense that the local authority ought to have more carefully considered the effect of investing in competing areas within the city, the consequence of which has been to weaken demand for commercial space in the Victorian buildings within the THI area. There is also a feeling that footfall has improved, due to the opening of Middlehaven College with Albert Road becoming 'a more popular thoroughfare'.

## **Secondary data**

For the Baseline study, data were collected for twenty-one measures from national statistical sources. Since that time information for five of those measures is no longer available whilst in the case of nine others the collection areas have been changed making comparisons impossible. This situation was anticipated in the evaluation design and is the reason for having a large number of data measures. We are still left with seven useable measures.

Employment levels have fallen by 10% between 1998 and 2008, compared with a rise of 20% in the city as a whole. Most of this fall in employment has occurred since 2004. Likewise claimant levels have risen more in the THI area than elsewhere, and this has again occurred since the mid-2000s.

Educational attainment has improved over a ten year period.

Although house price and other data relating to property movement has been examined, it appears that there has been very little activity in this respect for several years that (aside from this lack of activity) no trends in terms of values can be defined.

### **3.17.4 Additional impacts of the Middlesbrough THI**

Additional impacts of the THI are captured using the balanced scorecard, described in section 2 of this report. This allows changes brought about by the investment to be tracked over time against the four main themes of the project. The scorecard for each of the three points in the research are set out below, followed by a brief commentary of what these reveal about the additional impacts of the scheme on Middlesbrough.

The balanced scorecard for Middlesbrough reveals a complex picture. Quality of life improved from 2001 to 2006 before falling back again – with the notable exception of crime. Townscape has improved significantly, particularly heritage interpretation. As we have seen, the economic indicators are not particularly good. Although footfall has improved, supported by improved public realm quality, the economic activity measures have actually declined. Image and confidence are less strong than in 2006, although better than at the outset of the project.

<b>The Balanced Scorecard of Middlesbrough 2010</b>			
<b>Indicator</b>	<b>Possible-Maximum</b>	<b>Adj. Site Score</b>	<b>%</b>
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	9.3	46.5
Education And Personal Aspirations	20	13.44	67.2
Sense of Community and Social Inclusion	20	11.65	58.27
Security, Crime and Order	20	9.06	45.3
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	12	60
Public Space Management	20	13.12	65.6
Private Space and Façade Management	20	12	60
Heritage Interpretation	20	14.19	70.95
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	6	30
Retail Usage and Demand	20	11.46	57.3
Capital Values and yields	20	11.16	55.8
Pedestrian Usage and Traffic Flow	20	13.17	65.87
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	11.21	56.05
Attitudes of Citizens and Community Leaders	20	10.82	54.1
Visitation and Sustainability	20	10.37	51.87
Business Vitality and Investment	20	12.54	62.7
<b>Total</b>	<b>320</b>	<b>181.5</b>	<b>56.7</b>

<b>Middlesbrough 2006</b>			
<b>Indicator</b>	<b>Possible-Maximum</b>	<b>Adj. Site Score</b>	<b>%</b>
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	11.64	58.2
Education And Personal Aspirations	20	15.78	78.9
Sense of Community and Social Inclusion	20	11.52	57.6
Security, Crime and Order	20	7.38	36.9
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	10.6	53
Public Space Management	20	12.5	62.5
Private Space and Façade Management	20	10.5	52.5
Heritage Interpretation	20	12.73	63.65
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	10.4	52
Retail Usage and Demand	20	12.38	61.9
Capital Values and yields	20	11.42	57.1
Pedestrian Usage and Traffic Flow	20	12.32	61.6
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	14.19	70.95
Attitudes of Citizens and Community Leaders	20	10.65	53.25
Visitation and Sustainability	20	10.84	54.2
Business Vitality and Investment	20	12.34	61.73
<b>Total</b>	<b>320</b>	<b>187.19</b>	<b>58.5</b>

**The Balanced Scorecard of Middlesbrough** 2000

<b>Indicator</b>	<b>Possible-Maximum</b>	<b>Adj. Site Score</b>	<b>%</b>
<b>Indicators of Quality of Life Enhancement</b>			
Employment and Income	20	10.85	54.25
Education And Personal Aspirations	20	11.87	59.33
Sense of Community and Social Inclusion	20	11.93	59.65
Security, Crime and Order	20	7.48	37.4
<b>Indicators of Townscape Improvements</b>			
Townscape Quality	20	10.4	52
Public Space Management	20	13.01	65.05
Private Space and Façade Management	20	10.1	50.5
Heritage Interpretation	20	11.34	56.7
<b>Indicators of Economic Regeneration</b>			
Land Use Changes	20	8.8	44
Retail Usage and Demand	20	12.68	63.4
Capital Values and yields	20	9.88	49.4
Pedestrian Usage and Traffic Flow	20	12.24	61.2
<b>Indicators of Image and Confidence Building</b>			
Media Coverage and Perceptions	20	11.13	55.65
Attitudes of Citizens and Community Leaders	20	9.78	48.9
Visitation and Sustainability	20	10.25	51.27
Business Vitality and Investment	20	12.01	60.05
<b>Total</b>	<b>320</b>	<b>173.75</b>	<b>54.3</b>

## Quality of life enhancement

Scorecard	2000 - 2006 Up 6%	2006 - 2010 Down 3%	2000 - 2010 Up 2%
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In the ten years since the Baseline report for Middlesbrough's THI area was completed in 2001 there have been only a few positive signs with regard to improvements in quality of life. Employment levels and incomes increased for a while, but are now declining once again. Local people still feel the place has serious problems; the one bright aspect is the fact that crime rates are down, and people's sense of personal safety is better than it was.

## Townscape improvements

Scorecard	2000 - 2006 Up 2%	2006 - 2010 Up 6%	2000 - 2010 Up 8%
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Modest but noticeable townscape improvements have been achieved since the inception of the THI. In particular, the area is better maintained and considerably cleaner; the amount of dereliction has declined, despite the continued high vacancy rates. Heritage identity has also improved. Overall, local people and stakeholders feel the area's physical character is improving, and residents are more knowledgeable about the heritage.

## Economic regeneration

Scorecard	2000 - 2006 Up 4%	2006 - 2010 Down 5%	2000 - 2010 Down 1%
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Over the ten year research period, there have been no improvements in the economic indicators in the Middlesbrough THI area. The area contains a mixture of land uses, which remained largely unchanged between the Baseline survey and 2006; but by 2010, virtually all housing that was occupied had gone, replaced by public and commercial uses. Whilst there have been changes in the distribution of vacant properties the overall level of vacancy within the THI area has, if anything, increased. At the time of the land use survey in November 2006 new development was underway at the former railway buildings, starting the process of renovation for use as an arts workshop complex; by 2010 this was complete, and according to one stakeholder had reinvigorated the area.

In terms of pedestrian flow, there has been no significant change since Baseline, and the area remains relatively underused during the daytime.

There has been relatively little activity in property in the THI area, and the impression is that this remains an area of low growth in property values. Property ownership in the area remains low, and may well be declining; and the household survey indicates that spending on property by occupants remains static. All of these factors point to an absence of progress in the economic regeneration of the area – something which is likely to remain the case, if not worsen, with the current bleak economic climate, particularly in the North east of England.

## Image and confidence building

Scorecard	2000 - 2006 Up 6%	2006 - 2010 Down 4%	2000 - 2010 Up 2%
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The situation in the area covered by the Middlesbrough THI has shown only very modest improvements as reflected in attitudes of people responding to the questionnaire survey, who regard the area as still having some serious problems. Confidence in the area was growing prior to the recent economic decline, but has fallen back, particularly business confidence. However, the qualitative data suggest that the THI area has a stronger heritage identity, despite the fact that very few residents – and far fewer than in 2006 – claim to be aware of the THI programme. The main challenge in terms of future belief in the area will be the lack of demand for premises, and a consequent lack of vitality.

### 3.17.6 Summary evaluation of the Middlesbrough THI

The Middlesbrough THI has delivered at least some of its original aims, despite the change of tack in 2007. It has achieved substantial repairs to one critical project, and reinstated architectural details to others; it has brought a significant amount of floor space back into use; it has supported public realm works that have made a difference to the townscape quality of the area. It has probably contributed to crime reduction by making the area appear more cared for; and it has added to public awareness of the local heritage. However, and for reasons beyond the scope of the scheme to do with local property ownership issues and the broader economic climate, it has done little to restore business confidence.

In our view, it has been a worthwhile project that has helped restore the Victorian quarter of Middlesbrough, in conjunction with earlier initiatives, and with the transformation of the area's reputation for crime and prostitution.

So, after ten years, it is clear there have been some notable successes in revitalising heritage assets that may serve the town in the future, although these have not been underpinned by growth in the local commercial scene that would be necessary to sustain this revitalisation. The scope of the THI has been too small to materially improve quality of life, or stimulate economic activity. The area is noticeably better in terms of its appearance, and, as a public realm, is undoubtedly safer. These positives, in our view, are a result of a combination of factors, including the removal of a problem housing development, the construction of a new police station, as well as the investment from the THI into the physical fabric of this part of Middlesbrough.

## 4.0 Review of impacts of the THI by key theme



## 4.1 Introduction

This section briefly reviews where most impacts and least impacts have occurred by theme based on an analysis of the quantitative data drawn from the balanced scorecard, and discusses how these changes can be seen as additional impacts of the THI programme and not simply changes that would have occurred without it. This section should be read in conjunction with previous sections in which the qualitative data is also employed to give a full picture of the impacts of the THI programme in each case.

	<b>TOWNSCAPE</b>	<b>IMAGE</b>	<b>ECONOMIC REGEN</b>	<b>QOL</b>	<b>AVERAGE</b>
	<b>% point change</b>	<b>% point change</b>	<b>% point change</b>	<b>% point change</b>	<b>% point change</b>
CRESWELL	12	3	12.75	8	<b>8.93</b>
GLASGOW	10	8	6	7	<b>7.75</b>
LIVERPOOL	10.49	5.47	8.65	3.64	<b>7.06</b>
N.PAGNELL	3.4	9.6	8.8	3	<b>6.2</b>
WEST WEMYSS	9	8	8	-1	<b>6</b>
COLWYN BAY	1.08	6.71	2.41	9.28	<b>4.87</b>
BODMIN	8.5	2	6.25	2.2	<b>4.74</b>
MIDDLESBROUGH	2	6	4	6	<b>4.5</b>
BLOXWICH	5	4	4.5	4	<b>4.38</b>
MONEYMORE	8.1	1.73	4	0.5	<b>3.58</b>
NEWRY	2.4	2.5	5.15	0.5	<b>2.64</b>
PEMBROKE DOCK	5.7	1.7	3	-0.5	<b>2.48</b>
BURSLEM	6.81	2.84	0.32	-0.43	<b>2.38</b>
DRAPERSTOWN	2.32	3.47	0.62	2.3	<b>2.18</b>
WIGTOWN	4	1	2	-2	<b>1.25</b>
NEWPORT	2.49	1.64	0.24	-3.4	<b>0.24</b>
CLEATOR MOOR	-1.1	-0.44	-2.5	-3.37	<b>-1.85</b>
<i>Sum % change</i>	<b>5.42</b>	<b>4.42</b>	<b>4.36</b>	<b>2.1</b>	<b>4.08</b>

Summary of changes from Baseline to 2007, from the balanced scorecard results

	TOWNSCAPE	IMAGE	ECONOMIC REGEN	QOL	AVERAGE
	% point change	% point change	% point change	% point change	% point change
LIVERPOOL	10.3	3.7	2.69	8.7	<b>6.35</b>
CLEATOR MOOR	4.55	3.4	4.88	5.4	<b>4.56</b>
WIGTOWN	0.2	-2.5	1.3	7.5	<b>1.63</b>
NEWPORT	9.22	-4.18	-0.29	.072	<b>1.21</b>
BLOXWICH	0.5	0	1	1	<b>0.63</b>
NEWRY	8.32	-2.8	-1.62	-1.5	<b>0.60</b>
CRESWELL	5	3	-4	-2	<b>0.50</b>
MONEYMORE	2.3	0.6	-0.7	-0.3	<b>0.48</b>
WEST WEMYSS	0.7	-1.2	-2.3	1.8	<b>-0.25</b>
PEMBROKE DOCK	0.6	-2.9	-1.8	1.7	<b>-0.60</b>
COLWYN BAY	5.55	-0.97	-1.91	-5.8	<b>-0.78</b>
BURSLEM	-0.48	-3.89	-0.6	1.03	<b>-0.99</b>
MIDDLESBROUGH	6	-4	-5	-3	<b>-1.50</b>
DRAPERSTOWN	-0.5	-3.6	-0.7	-2.8	<b>-1.90</b>
GLASGOW	3	-5	-3	-5	<b>-2.50</b>
N.PAGNELL	-1.2	-2.64	-1.3	-5.2	<b>-2.59</b>
BODMIN	- 4.5	-8.58	-4.43	1.8	<b>-3.93</b>
<i>Sum % change</i>	<b>2.91</b>	<b>-1.86</b>	<b>-1.05</b>	<b>0.2</b>	<b>0.05</b>

Summary of changes from 2007 to 2011, from the balanced scorecard results

	TOWNSCAPE	IMAGE	ECONOMIC REGEN	QOL	AVERAGE
	% point change	% point change	% point change	% point change	% point change
LIVERPOOL	20.79	9.17	11.34	12.34	<b>13.41</b>
CRESWELL	17	14	9.25	6	<b>11.56</b>
WEST WEMYSS	9.7	6.8	5.7	0.8	<b>5.75</b>
GLASGOW	13	3	3	2	<b>5.25</b>
BLOXWICH	5.5	4	5.5	5	<b>5.00</b>
COLWYN BAY	6.63	5.74	0.5	3.45	<b>4.08</b>
MONEYMORE	10.4	2.33	3.3	0.2	<b>4.06</b>
N.PAGNELL	2.2	6.96	7.5	-2.2	<b>3.62</b>
NEWRY	10.7	-0.3	3.53	-1	<b>3.23</b>
WIGTOWN	4.2	-1.5	3.3	5.5	<b>2.88</b>
CLEATOR MOOR	3.45	2.96	2.37	2.03	<b>2.70</b>
MIDDLESBROUGH	8	2	-5	3	<b>2.00</b>
PEMBROKE DOCK	6.3	-1.3	1.2	0.6	<b>1.70</b>
NEWPORT	11.71	-2.54	-0.05	-2.68	<b>1.61</b>
BURSLEM	6.33	-1.05	-0.28	0.6	<b>1.40</b>
BODMIN	4.07	-6.58	1.32	4	<b>0.70</b>
DRAPERSTOWN	1.82	-0.13	0.08	-0.5	<b>0.32</b>
<i>Sum % change</i>	<b>8.34</b>	<b>2.56</b>	<b>3.09</b>	<b>2.3</b>	<b>4.07</b>

Summary of changes from Baseline to 2011, from the balanced scorecard results

The three tables summarising changes from the Baseline stage to 2011, present a complex picture, and each case should be looked at in its own terms. However, there seem to be some relatively clear trends and patterns:

- Townscape has consistently improved the most over the period of the research
- Whilst image has improved, it did so more significantly up to 2007, and has subsequently declined
- Economic regeneration has occurred, and overall there has been a 3% improvement in this indicator; however, as with image, there has been a decline since 2007
- Quality of life has marginally improved overall

The next sections take each of the four themes separately and provide our interpretation of the findings presented in the tables.

## 4.2 Townscape

<b>TOWNSCAPE</b>	<b>% Change BL to 2007</b>	<b>% Change 2007 to 2011</b>	<b>% Change BL to 2011</b>
LIVERPOOL	10.49	10.3	20.79
CRESWELL	12	5	17
GLASGOW	10	3	13
NEWPORT	2.49	9.22	11.71
NEWRY	2.4	8.32	10.7
MONEYMORE	8.1	2.3	10.4
WEST WEMYSS	9	0.7	9.7
MIDDLESBROUGH	2	6	8
COLWYN BAY	1.08	5.55	6.63
BURSLEM	6.81	-0.48	6.33
PEMBROKE DOCK	5.7	0.6	6.3
BLOXWICH	5	0.5	5.5
WIGTOWN	4	0.2	4.2
BODMIN	8.5	- 4.5	4.07
CLEATOR MOOR	-1.1	4.55	3.45
N.PAGNELL	3.4	-1.2	2.2
DRAPERSTOWN	2.32	-0.5	1.82
<i>Sum % change</i>	<b>5.42</b>	<b>2.91</b>	<b>8.34</b>

Percentage point change in Townscape based on balanced scorecard results comparing Baseline with 2007 and 2011 report data

As the table above makes clear, the impact of the THI programme with respect to townscape varies considerably across schemes. However taken together the greatest impact of the programme has been on this theme. It should be noted that the physical appearance of all schemes has improved, and some dramatically.

Taking the most improved four schemes a number of factors account for this success. In all cases, the THI programme has made a pivotal difference to appearance. Even in the case of Liverpool, where the THI scheme was part of a much larger regeneration package, the evidence suggests that without its particular contribution the townscape improvement would have been significantly less, with some key buildings being lost. In Glasgow, improvement to the look of the Merchant City has largely been due to the focus the THI scheme provided on this aspect of regeneration, with THI funding taking the lead in streetscape, façade and shop-front investment. Important also has been the successful efforts to bring vacant ground floor space back into use to create more vital streetscapes. The Merchant City THI has also had a powerful leverage effect, where a relatively small amount of funding has generated large returns in bringing key properties back into use in a way that has had obvious benefits to the townscape.

In the cases of West Wemyss and Creswell, the additional impact of the THI programme is more evident, since in both HLF has been the main source of regeneration funding. However, the success of the programme for these two schemes with respect to townscape is clearly bound up with the relative size of physical change and improvement compared to the place impacted on. In other words, the investment to building restoration, with façade restoration is highly visible. In the case of West Wemyss, this is because of the prominence of the restored terrace in the village; in the case of Creswell, it is due to the number of façades improved, as well as the extent of landscape improvements at the heart of the scheme.

The lack of impact – and therefore additional impact – in the less well performing schemes is explained by a number of factors, particularly that the type of improvement to have been superficial: restoration of building detailing as in Colwyn Bay, and to a lesser extent Cleator Moor. Such improvements are important, but have minimal impact at streetscape or townscape level. Some changes – as in Draperstown – have large impacts on small areas, and when taken with a scheme as a whole become marginal.

We noted in the Interim report that there had been little change in appearance in some schemes, such as Middlesbrough and Newry, because little had actually happened on the ground. Happily, the evidence suggests that in these cases significant improvements have occurred now that the THI projects have been completed.

Finally, whilst all schemes look better than they did prior to investment, some have deteriorated since the mid-point research – Bodmin, Burslem and Draperstown, for instance. Our view is that this is very much associated with the broader economic decline, and consequent rises in such things as vacancy rates and signs of physical neglect consequent on this.

### 4.3 Image and confidence

<b>IMAGE</b>	<b>% Change BL to 2007</b>	<b>% Change 2007 to 2011</b>	<b>% Change BL to 2011</b>
CRESWELL	11	3	14
LIVERPOOL	5.47	3.7	9.17
N.PAGNELL	9.6	-2.64	6.96
WEST WEMYSS	8	-1.2	6.8
COLWYN BAY	6.71	-0.97	5.74
BLOXWICH	4	0	4
GLASGOW	8	-5	3
CLEATOR MOOR	-0.44	3.4	2.96
MONEYMORE	1.73	0.6	2.33
MIDDLESBROUGH	6	-4	2
DRAPERSTOWN	3.47	-3.6	-0.13
NEWRY	2.5	-2.8	-0.3
BURSLEM	2.84	-3.89	-1.05
PEMBROKE DOCK	1.7	-2.9	-1.3
WIGTOWN	1	-2.5	-1.5
NEWPORT	1.64	-4.18	-2.54
BODMIN	2	-8.58	-6.58
<b>Sum % change</b>	<b>4.42</b>	<b>-1.86</b>	<b>2.56</b>

Percentage point change in image and confidence based on balanced scorecard results comparing Baseline with 2007 and 2011 report data

As the table above indicates, image and confidence as a theme had improved in all but one of the schemes reviewed, up to the Interim research, although not to the same extent as the previous theme. This is not surprising in so far as the main aim of the THI programme has been to improve the physical heritage, and only as a secondary benefit to regenerate places in other ways. However, seven of the seventeen schemes (taking Moneymore and Draperstown separately), are worse, albeit marginally, than they were at the Baseline stage; and all but five got worse since the mid-point.

Taking the THI schemes showing most improvement, one common factor is evident in a number. Image and confidence improved significantly in Creswell, Liverpool and Newport Pagnell: in the case of the first two, this is undoubtedly because of the scale of change. In the case of Newport Pagnell, the explanation has to be more speculative: but it cannot be insignificant that this is the only case we reviewed immediately in the southeast of England. That is, the context of a relatively more buoyant regional economy provided the basis for an increase in confidence amongst local people and businesses.

By contrast, those THI schemes where there has been little improvement in relation to this theme are generally communities that have been unwilling to identify with the aims of the THI scheme, and where investment outputs have

been much less obvious. We suspect, again, that those schemes that have declined with respect to this theme most dramatically in the period since 2006/7 are the ones where the economic climate has also been the most challenging. In Bodmin, for instance, the level of decline in confidence is very similar to that in economic regeneration.

#### 4.4 Economic regeneration

<b>ECONOMIC REGEN</b>	<b>% Change BL to 2007</b>	<b>% Change 2007 to 2011</b>	<b>% Change BL to 2011</b>
LIVERPOOL	8.65	2.69	11.34
CRESWELL	12.75	-4	8.75
N.PAGNELL	8.8	-1.3	7.5
WEST WEMYSS	8	-2.3	5.7
BLOXWICH	4.5	1	5.5
NEWRY	5.15	-1.62	3.53
MONEYMORE	4	-0.7	3.3
WIGTOWN	2	1.3	3.3
GLASGOW	6	-3	3
CLEATOR MOOR	-2.5	4.88	2.37
BODMIN	6.25	-4.43	1.82
PEMBROKE DOCK	3	-1.8	1.2
COLWYN BAY	2.41	-1.91	0.5
DRAPERSTOWN	0.62	-0.7	0.08
NEWPORT	0.24	-0.29	-0.05
BURSLEM	0.32	-0.6	-0.28
MIDDLESBROUGH	4	-5	-1
<b>Sum % change</b>	<b>4.36</b>	<b>-1.05</b>	<b>3.31</b>

Percentage point change in economic regeneration based on balanced scorecard results comparing Baseline with 2007 and 2011 report data

Again, the raw numbers indicate that all but three THI schemes have improved with respect to their economic condition, and their regeneration with respect to this, since Baseline. The improvement is a little bit better than for the previous theme.

Reviewing the four THI schemes where improvement has been greatest, the balanced scorecard data suggests that this is largely because of a fall in vacancy rates, combined, in some cases (e.g. Liverpool), with extensive new-build in gap sites. In addition, where we have been able to get adequate information, it appears that (generally in line with local and regional trends) property values had increased where buildings have been restored or brought back into use. This is particularly so for housing, most notably in Creswell, Liverpool, and West Wemyss.

We noted in the Interim report that the additional impact of the THI programme resided in the fact that in many cases the absence of this investment would have meant further decline, localised depression of property values and increased vacancy rates over time. We also suggested that whilst the lack of additional economic value to property in many schemes was a reality, the absence of THI spending would have resulted in a negative trend at odds with the regional or wider picture. This story is far more complex today, since the general context in employment, incomes and expectations about future prosperity are much more negative than they were in the mid-2000s.

Where the balanced scorecard shows actual decline, the explanation appears to be either that the local economic context is so bad that there is no demand (as in Burslem, and Newport) as far as we can tell; or that the THI investment has not been geared to bringing properties back into use, but into façade and other cosmetic (though important) improvements – as in Draperstown. In Cleator Moor and Burslem, it is the case that whilst buildings have been brought back into use, an equal number have gone out of use, and the net effect is of little overall change. Wigtown remains an anomaly, although attitudes of residents to the retail offer may explain this, in part: they do not see the town as having improved for them as a place to shop, because of the specialist nature of the retail.

#### 4.5 Quality of life

<b>QOL</b>	<b>% Change BL to 2007</b>	<b>% Change 2007 to 2011</b>	<b>% Change BL to 2011</b>
LIVERPOOL	3.64	8.7	12.34
CRESWELL	8	-2	6
WIGTOWN	-2	7.5	5.5
BLOXWICH	4	1	5
BODMIN	2.2	1.8	4
COLWYN BAY	9.28	-5.8	3.48
MIDDLESBROUGH	6	-3	3
CLEATOR MOOR	-3.37	5.4	2.03
GLASGOW	7	-5	2
WEST WEMYSS	-1	1.8	0.8
BURSLEM	-0.43	1.03	0.6
PEMBROKE DOCK	-0.5	1.7	1.2
MONEYMORE	0.5	-0.3	0.2
DRAPERSTOWN	2.3	-2.8	-0.5
NEWRY	0.5	-1.5	-1
N.PAGNELL	3	-5.2	-2.2
NEWPORT	-3.4	.072	-3.33
<b>% point change</b>	<b>2.1</b>	<b>0.2</b>	<b>2.3</b>

Percentage point change in quality of life based on balanced scorecard results comparing Baseline with 2007 and 2011 report data

The figures in the table above make it evident that 'quality of life' is the least improved theme of the four that the research has been concerned with in the case studies under review. The overall change of 2.3% is very slight; and it is clear that four places have actually become worse; in addition, eight have declined since the Interim stage. There is therefore a problem in attributing any additional impact of the THI programme to the change in this theme since Baseline. We make the assumption that negative change is unlikely to be attributable to the investment from HLF, and must be accounted for by contextual factors. In part, this is a reflection of the fact that all schemes – and indeed the programme as a whole – are in areas of high deprivation and, by implication, low quality of life. Some remarkably so. The wards represented by some of the schemes in the survey sample are amongst the most deprived across the UK – Middlesbrough and Newry occupy wards at the margins of economic and social attainment.

Looking in more detail, where improvement has happened, in Liverpool and Creswell, this is largely because of higher personal aspirations, and better school results. It would be difficult to prove a direct connection between the THI programme and either of these; although there is evidence that individuals are more committed to their area following improvements by the THI schemes, this is difficult to quantify.

The negative trend shown in some cases is explained by falling aspirations, increasing perceptions of crime, and a general sense of despair regarding job prospects and incomes – increasingly so over the last few years.

Wigtown yet again stands out as an anomaly: it was in decline prior to 2006, in relation to this theme, but has since improved considerably. We can again only speculate as to the causes, but the fact that the Booktown initiative has brought new life to the town, combined with possible changes in the makeup of the population must be seen as a factor here.

#### **4.6 Analysis of THI and Common Fund spend and its influence on impacts**

This section draws together the financial information on THI grants and actual spend, with the overall degree of change in each case as indicated by the balanced scorecard. The main table summarises the findings from this analysis of the data, and shows both the per capita spend from the THI in each area, and the per capita cost for change brought about through the THI programme. In other words, we have attempted to quantify the efficiency of the programme across all schemes in relation to measured change. An analysis of the cost of change for each theme – such as townscape – would be possible using this method.



A	B	C	D	E	F	G	H	I	J	K	L	M	N
Scheme	Spend prior to THI	HLF grant by phases	HLF grant total all phases	Common fund including HLF grant total	owners contribution	total spend THI & before	HLF per cent of THI	Balanced scorecard change 2000-2011	HLF portion of scorecard change	Population	Per capita HLF spend of THI	Per capita cost per point of scorcard change Common Fund	Per capita cost per point of scorcard change HLF
Bloxwich			496	1,050	?	1,050	47.2	5	2.36	25,448	19.49	15.64	8.25
Liverpool			2,336	4,828	?	15,250	48.4	13.41	6.49	14,689	159.03	47.49	24.51
Newry			875	1,301	1,793	3,094	67.3	3.23	2.17	12,588	69.51	97.72	32.00
Newport Pagnell	518		275	1,795	?	1,795	15.3	3.62	0.55	15,377	17.88	38.08	32.25
Colwyn Bay			690	1,449	?	1,449	47.6	4.08	1.94	10,206	67.61	66.43	34.80
West Wemyss			750	1,500	?	1,500	50.0	5.75	2.88	6,401	117.17	81.51	40.75
Merchant City			1,600	3,100	26,695	29,795	51.6	5.25	2.71	12,523	127.76	97.45	47.15
Cleator Moor			350	1,513	?	1,513	23.1	2.7	0.62	6,861	51.01	106.25	81.67
Wigtown			925	1,850	?	1,850	50.0	2.88	1.44	5,405	171.14	237.69	118.85
Moneymore		735			?			4.06	2.17	2,572	285.77	454.16	131.81
Creswell	120		4,612	13,356	?	13,476	34.5	11.56	3.99	8,761	526.42	201.43	131.88
Middlesbrough			750	1,165	3,583	4,748	64.4	2	1.29	4,196	178.74	389.71	138.82
Burslem	7,118		1,073	6,055	?	13,173	17.7	1.4	0.25	24,685	43.47	212.94	175.21
Newport			1,220	2,020	835	2,020	60.4	1.61	0.97	6,324	192.92	500.95	198.40
Bodmin	2,100		448	2,350	?	4,450	19.1	0.7	0.13	14,670	30.54	282.75	228.84
Draperstown		294			?			0.32	0.17	2,956	99.46	5013.63	582.04
Pembroke Dock			2,500	12,700	?	12,700	19.7	1.7	0.33	3,387	738.12	2746.27	2205.67
<b>NOTES by Column</b>	A	In some cases there was information available about regeneration spending that occurred before the THI											
	C,D,E	Where possible we have used actual figures reported by building project rather than original grant application amounts											
	F	Owner contribution was only available in a few of the THI sites											
	G	This total includes spend prior to THI and owner contribution where those figures are available											
	J	This represents the part of the scorecard change attributable to HLF spend - the same percentage as the HLF contribution to the common fund											
	K	Population estimates for 2003 CAS wards as of mid-2010. Source: National Statistics Office; Northern Ireland Statistics & Scottish Statistics.											
	L	This figure expresses the HLF spend per person within the targeted areas											
	M	This figure calculates the amount that the Common Fund spent to achieve each percentage point change in the balanced scorecard											
	N	This figure calculates the amount that the HLF spent to achieve each percentage point change in the balanced scorecard											

### Calculations of efficiency in the THI/HLF spend

As indicated, the table above undertakes to capture the 'efficiency' of THI investment by calculating the cost of community improvement as it has been expressed through change and captured in the balanced scorecard. First any known pre-THI spending is recorded then the HLF portion and the total of the Common Fund.<sup>17</sup> In only a few cases was there information concerning property owner contribution to improvements. The percentage of the Common Fund made up by HLF grants was calculated. The overall change in the balanced scorecard was then used as the measure of improvement. By taking into account the area population, it was then possible to arrive at a measure of efficiency expressed as the per capita investment required to generate one balanced scorecard point in community improvement.

When we arrange the study sites in order from what appears to be the most to the least efficient, we can ask at least three questions:

- What is the effect of population size on the outcome?
- Is there a relationship between the amount spent and the efficiency?
- Are there similarities between the sites that had similar levels of efficiency?

### **What is the effect of population size on the outcome?**

When using a per capita measure there is clearly an enormous influence of population size. In this case the population estimates were for the 2003 CAS wards as of mid-2010 and the source was the National Statistics Office; Northern Ireland Statistics & Scottish Statistics. For the larger cities, therefore the wards included or adjacent to the THI sites were used whilst in the rural areas the populations for the districts, parishes or immediate local authority areas were used. With the possible exception of Bloxwich, therefore, we feel that the population figures used represent quite accurately those people living in and around the THI sites and likely to be influenced by any community improvements. Bloxwich is a town within the Metropolitan Borough of Walsall and the high street that is the focus of the THI is relatively small compared to the suburban surroundings. The large population figure used probably drives up the efficiency rating artificially. At the other end of the spectrum is Pembroke Dock, which recorded one of the largest expenditures whilst having one of the smallest populations. Only the two wards immediately impacted by the THI were used in this calculation but in fact, Pembroke Dock is located in an area of very low population by UK standards. There are simply not a lot of people around in Pembrokeshire.

### **Is there a relationship between the amount spent and the efficiency?**

When we compare Column N of the previous table showing efficiency to Columns D and E indicating amounts spent we see that with the exception of the big city projects in Liverpool and Glasgow the smaller spends generally

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<sup>17</sup> In several cases the information concerning total spending that was gleaned from local records did not agree with the amounts reported to the OBU Team by the HLF. In the case of discrepancies the HLF figure were used in the calculation.

resulted in more positive changes and hence returned more on their THI investments. Furthermore, this trend is not gradual but shows a large jump from the group of sites including Newry, Newport Pagnell, Colwyn Bay and West Wemyss where £30 to £50 per capita bought considerable improvement up to the grouping including Wigtown, Moneymore, Creswell and Middlesbrough where it took £120 to £150 per capita to make a difference. It is also informative to consider the figures in Column I, which shows the balanced scorecard change. Here we can see that whilst Creswell may not have been as efficient in spending the amount of change was dramatic. It is when we look at sites such as Burslem, Newport and Pembroke Dock we might be led to assume that large expenditures resulting in very little change were perhaps not wise investments.

### **Are there similarities between the sites that had similar levels of efficiency?**

The table above does appear to show that the THI study sites divide into at least three sets when we evaluate them in terms of efficiency. Between the three groupings, there are individual sites that require other explanation in order to understand the significance of the numbers involved. At the more efficient end, we have Liverpool Newry, Newport Pagnell, Colwyn Bay and West Wemyss. Liverpool, unlike the others is characterised by both large expenditures and dramatic observed improvements. The Rope Walks THI took place in the context of other even larger urban regeneration projects in Liverpool. The other four sites are smaller areas where relatively low levels of spending resulted in marked improvements and each of them, with the exception of West Wemyss was in fairly good physical condition before the THI schemes started. West Wemyss, whilst enjoying a complete makeover, is small enough that the expenditure relative to most of the sites was modest. At the less efficient end of the spectrum, we have three larger towns, Burslem, Newport and Bodmin, which saw large expenditures, although Burslem and Newport saw over twice the amount of money as Bodmin, and little improvement. These are places with chronic structural challenges in their employment markets. They are also places in weak regional economies. The problems faced by such communities can clearly not be significantly impacted by urban regeneration spending. Worst of all in the efficiency measure was Pembroke Dock which saw large investment in structures that a) are not part of the town proper and b) remain unused or under used.

### **4.7 Other considerations**

As at the 2007 reporting stage, it is useful at this point to reflect on factors that determine the additionality of the THI programme by considering issues of deadweight, double counting, displacement, value for money, and sustainability.

#### **4.7.1 Deadweight:** (the changes that would have happened anyway if a THI scheme had not been in place)

For the majority of the case studies reviewed in this research it is quite evident that at best without the THI investment, it would be very difficult to predict

'natural' regeneration, and at worst, that places would have significantly deteriorated further. The exception here might be the two larger schemes of the Rope Walks and the Merchant City, in the context of large urban centres on the up. But even here, it is clear that regeneration would have taken significantly longer, and with the result that some key buildings would have been lost irrecoverably to decay. In fact, in addition to the funding provided by HLF and the THI Common Fund, a number of schemes have seen a significant leverage effect where new development has taken place in response to the THI but not funded by the scheme.

**4.7.2 Double counting:** (acknowledging the role of other programmes on the area within which a THI scheme is operating, and disaggregating impacts accordingly)

Again, for the majority of the case studies reviewed the issue of double counting needs to be carefully thought through. Our conclusion is that whilst other regeneration programmes have been or are at work in several of the THI areas, these are different in approach, objectives and scale. They only overlap at the margins in terms of impacts. In one case, the THI scheme had actually suffered in its effects as a consequence of operating in the same location as another scheme that had locally been felt as a failure (Ceramica, in Burslem). In addition, the emphasis on conservation, in most THI schemes, means that it is very evident that they represent a qualitative difference to development that would otherwise have happened. In some cases (West Wemyss, Creswell, Moneymore, Pembroke Dock, Colwyn Bay and Cleator Moor), the THI can be read as a stand-alone initiative that, whilst ultimately supported by other funding, was solely responsible for the initiation of change.

**4.7.3 Displacement:** (negative effect on other locations where an employer, for example, chooses to locate in the THI area rather than elsewhere)

We have concluded that investment generated or brought into the majority of the THI areas examined in the research is genuinely new, and there is little evidence that it would have gone elsewhere if the THI had not existed. In other words, the new businesses and new jobs in most cases are genuinely new and represent a net gain for the THI area and the locality within which each is situated.

**4.7.4 Efficiency:** (the cost per unit of output – jobs, buildings restored etc. – and the outcome of a THI scheme as a whole)

The research has not attempted to quantify the efficiency in detail of the THI programme or individual THI schemes since this was not one of its objectives or part of the method. None-the-less, some general conclusions are supported by the evidence from the study, particularly by considering the amount of funding levered in by the THI grant. In the majority of schemes, this amounts to at least 50%, and more commonly 100-200% in addition to the money provided by the HLF. It looks like the THI schemes that have levered more are the schemes that

have performed best in terms of their economic regeneration effect; and those that have performed less well, have levered in much less. At one level, this is not surprising; but it seems that leverage is in itself an indicator of likely impact.(See also section 4.6).

**4.7.5 Sustainability:** (the benefits of the THI extend beyond the lifetime of the contract period, and the activity of regeneration continues through new regeneration or other forms of investment).

The THI programme seems to have created some of the conditions for sustaining regeneration locally in many of the areas examined. First it has either been the excuse for initiating partnerships that have subsequently become the focus for further regeneration initiatives as in Newport Pagnell; or it has developed the capacity of existing partnerships and links with communities as in Bodmin. Second, in many cases it has brought on the skills in undertaking conservation projects, managerial and technically, as well as a more general awareness of the demands and opportunities of quality conservation that were previously somewhat lacking. This is the case in Moneymore, for instance, where there is evidence of contractors 'learning on the job', likewise in the Merchant City.

The resilience of the regeneration effect has been profoundly affected by the economic downturn. What the balanced scorecard analysis shows, however, is that some regeneration impacts have been more robust and more sustained than others. In particular, townscape and quality of life have consistently improved – albeit in the case of the latter, marginally; whereas image and (not surprisingly), the local economic situation have gone backwards from 2007, before which they had been improving.

## 5.0 Explanatory factors and key variables

## 5.1 Introduction

This section reflects on the analysis in the previous sections in order to determine what might be the key variables in determining impacts. This builds on earlier work, particularly at the 2007 stage when all of the schemes were re-evaluated, and a set of key variables for success were identified from that analysis. We can now amplify and test the value of these taking into account subsequent developments in all of the THI schemes.

Second, as in 2007, we are in a position to say something about the influence of the THI programme as a regeneration tool, particularly with regard to the issues of dead weight, double counting, displacement and sustainability.

## 5.2 Key variables

From the sixteen THI case studies examined, it has become reasonably clear that a number of factors can be generalised that have either a positive or negative influence on a scheme's performance. That is, we can say that given certain conditions a scheme is likely to succeed in terms of having a significant regeneration impact, and what those conditions are. We can also draw some firm conclusions on what factors are likely to impede that impact.

As at the earlier stage, we have divided these factors into two groups: the first to do with the programme, its administration, its objectives and its management (the *intrinsic* variables); the second those factors set in the context of the area undergoing regeneration (the *extrinsic* variables). In the individual case section reports, we have highlighted specific extrinsic and intrinsic variables: the following section essentially generalises from these.

### 5.2.1 Intrinsic variables

The intrinsic variables that seem to have an influence on success include the following, in no particular order:

- The scale of the scheme relative to the size of the area or location requiring regeneration: the more comprehensive a scheme the greater its impact:

*The more concentrated a scheme, particularly if in a highly visible location, the greater its impact; conversely, the more diluted or dispersed a scheme (in terms of buildings targeted etc.) the less its impact. This is the case with respect to townscape improvement; and to some degree with economic regeneration and image – although it is a complex picture. Quality of life does not seem to be affected by this variable.*

- The more experienced and developed a partnership the greater the impact:

*More experienced and developed partnerships appear more likely to succeed since trust and commitment is already established and there is an awareness of challenges likely to be faced. This is again confirmed in the majority of cases;*

however, partnerships set up to deliver a THI scheme can also take on a life of their own and be a springboard for other regeneration initiatives.

- The commitment, skills and continuity of the key staff involved:

*Skilled and committed project staff play a vital part in the success of schemes. This is true both in terms of realisation of short-term milestones and in the wider promotion of the scheme and engagement of all those who might contribute to its wider success. It is also vital that there is continuity of staffing; and where there are clear links and support mechanisms between the local authority (if it is committed to a scheme), then greater success is likely, and continuity ensured.*

- The length of time allowed within the THI programme to commit funding:

*Gaining momentum from a 'standing start' is difficult, particularly in places without long established traditions of area based regeneration programmes. Adequate time needs to be allowed prior to and during a THI scheme to enable grants to be fully committed. Many case studies have either required extensions, or did not deliver within the prescribed time; the message the researchers have been hearing is that there needs to be greater flexibility with respect to this.*

- The more focused a scheme's objectives on quality conservation and physical regeneration the greater the impact:

*It appears that some of the greatest impacts occur where there are very clearly defined and focused physical conservation and regeneration objectives – not only townscape impacts. However, the Pembroke Dock case presents a counter experience and indicates that focus on conservation criteria alone will compromise the possibility of broader regeneration benefits. The best schemes seem to be those where high conservation standards are combined with realistic expectations about the broader impact, and (obviously) in a situation where there is clear demand for the buildings repaired.*

- Establishing and maintaining the commitment of partners is critical:

*It is essential that partners are fully committed to a THI scheme from the outset to avoid the risk of collapse or major delays in the realisation of the scheme's objectives.*

- Ensuring appropriate monitoring at the level of quality control of schemes is vital:

*Continuous monitoring of quality and output from the outset is essential and expected standards need to be clearly defined. These need to be upheld consistently throughout the scheme. Conflicts appear to occur when intermittent HLF monitoring of standards reveals problems at too late a stage.*

#### **New intrinsic variables identified:**

As well as those intrinsic variables identified at the 2007 stage, some new variables related to scheme administration and operation have emerged:



- The capacity to introduce additional requirements within a scheme to tailor its delivery to local needs can be a key variable to success; for example, in West Wemyss the requirement to sell restored properties at below market values and to offer these to local residents has helped maintain community cohesion. Likewise, the decision to use THI funding to employ local people on THI projects in Glasgow and Creswell has had a directly positive impact on the local perception of the value of the scheme.
- However, related to the above, where the focus of a scheme allows physical regeneration to be secondary, then quality of conservation can be compromised (for example, contentious though it is, a focus on job-creation can result in diminished conservation returns).
- In at least one scheme, in Northern Ireland, it was observed that relative to other grant schemes the THI is less bureaucratic; however, our general impression from THI officers is that the process of applying for THI grants is complex and onerous, particularly for those partnerships where there is little expertise in seeking government and similar funding for capital projects.

### 5.2.2 Extrinsic variables

The extrinsic variables that seem to have an influence on success include the following:

- The nature of ownership of properties to be restored:

*Success is more likely where there are fewer owners, if these can be persuaded to take up grants; conversely, mixed ownership, especially where owners are not occupiers, makes success more difficult because of the problem of inertia. However, whilst the task of persuading fewer owners to contribute or buy into a scheme is less complicated, there are instances where a single landowner owning several properties within the same THI can effectively disable the scheme.*

- The local economic context is the single most important factor in determining a scheme's success:

*Without local demand for the type of property needing restoration, however significant in heritage terms, a scheme is unlikely to have a positive impact.*

*Where there is too great a gap between the value of property in a THI area after restoration and the cost of that restoration a scheme is unlikely to have a positive impact.*

*Where other economic conditions exist that undermine the vitality and viability of the location within which a THI scheme sits (for example, economic dependence on a particular industry that is in serious decline).*

*However, where there is latent demand, the leverage effect of a THI grant can be substantial – the potential for a THI scheme to not only bridge the gap*

*between value and cost, but its potential to create additional value (i.e. the value of property increases more because of the THI investment with its focus on conservation quality, than it would have done if a lower standard of restoration and repair were applied) should not be underestimated (as is born out in the Merchant City, West Wemyss and Creswell in particular).*

*Post 2008, the research clearly shows that in the majority of cases that the recession has had a major impact in terms of the sustainability of demand, particularly for non-residential property. On the other hand, in places such as Creswell, where housing is the main component, the conservation-based regeneration effects have been more resilient.*

- The presence or otherwise of appropriate conservation expectations and building skills (this will impact directly on the townscape quality of a scheme):

*In some areas, there is a significant lack of conservation skills that has led, in our view, to less than desirable outputs. It is therefore important to ensure that expectations in terms of conservation standards are clearly and unambiguously agreed at the outset.*

*Linked to the above, the availability of contractor, architect and client capacity to appreciate and deliver quality conservation work to a THI is critical to its success.*

#### **New extrinsic variables identified:**

As with the earlier set of variables, the full follow-up work has led to the identification of one or two more key extrinsic variables critical to a THI's success:

- The most successful THI schemes are those which are part of, and are designed as part of, a wider regeneration and conservation strategy, particularly in complex and large areas of regeneration need, for instance in Glasgow, and Liverpool. The less successful schemes are where such a strategy is underdeveloped – arguably in Burslem, Middlesbrough and Bloxwich.
- As well as deep rooted and intractable economic conditions that may prevent a scheme delivering economic regeneration in its own right, there are sometimes other factors bound up with the place itself that make some aspects of regeneration difficult. In Middlesbrough, for instance, the Victorian Quarter is relatively isolated from the main town centre, due to its distance from the retail core, and other morphological factors; in the case of the Merchant City in Glasgow, the high degree of permeability of the street network, results in dispersed and therefore relatively low footfall in many of its streets.

### **5.3 Factors predicting the success of THI schemes: some reflections**

The purpose of this part of the report is to speculate on what elements might form part of an assessment framework, that could be used to 1) predict the

likely effectiveness of a THI, and 2) form the basis of a method for assessing applications for funding in the future.

The discussion is necessarily speculative, and many of the issues highlighted would need to be interrogated through further research and possibly piloted on several new applications under the programme to test their validity.

The discussion is organised around the following themes:

- predictors of conservation and townscape outcomes (which map against the townscape theme)
- predictors of economic outcomes (which map against the economic regeneration theme)
- predictors of social outcomes (which map against the quality of life theme)
- wider regeneration predictors (which map against but go beyond the image and confidence theme)

It should be noted that these new themes do not match exactly the themes that organised the data collection, or sub-indicators; but they have emerged as findings from the research in the sense that they represent our interpretation of clusters of factors that predict the outcomes of individual THI

### **5.3.1 A framework for predicting success**

#### **Predictors of conservation and townscape outcomes**

How well a THI performs in terms of its townscape and conservation outcomes appears to depend on a number of factors. These include local knowledge, experience and understanding of conservation and townscape quality; the existing and intrinsic heritage and townscape quality of the THI area and degree of heritage value; and the local capacity to deliver heritage and townscape quality through investment in the physical fabric. The research shows that where these factors have been taken account of the conservation and townscape benefits are clear – as in the cases of Glasgow, West Wemyss, and Liverpool. Perhaps where they have been less well understood, or the factors necessary to deliver positive conservation and townscape outcomes have simply not been present, the outcomes have been less successful – for example Cleator Moor and Newry.

Specific predictors of success under this theme might include the following:

A clear appreciation in the application of the role of streetscape/public realm as a distinct element in conservation and townscape quality. This might be indicated by an explicit assessment of the relative costs of public realm works as part of the funding, and a clear statement of the quality of what the final outcomes are intended to be. That is, the application might illustrate what quality of streetscape and public realm works are envisaged by the project, and show how this quality will be delivered. It might also show a clear understanding of the relative cost of public realm works and how these are intended to be met. This does not mean replacing the emphasis of the THI on building repair and restoration, but acknowledging that the quality of streetscapes contributes (in an

albeit and often economically intangible way) to the viability and vitality of places.

*In terms of the post 2008 economic context, our view is that these predictors have not been significantly affected by the recession. However, the new economic climate, which has had an impact on all the schemes reviewed, means that the key predictor of economic success – demand – has been significantly compromised. It is clear that in even relatively successful cases such as the Merchant City and the Rope Walks, the take up of refurbished and infill development has declined. The emerging risk is that this will result in further physical decline of the historic stock over time.*

1. Experience of conservation and townscape quality will be shown by 1. above, but might also be shown through a profile of the agencies, roles and individuals that will be sought, or that are already involved in the delivery of the scheme. This might, in addition, include an analysis of the other conservation and public realm schemes in the ‘catchment’<sup>18</sup> of the THI delivered recently to give confidence that such experience exists locally.

2. An objective assessment of the cost of employing appropriate expertise – professional consultants, contractors and builders, for example – over and above the costs that might be expected for more general refurbishment and public realm works (i.e. an acknowledgement that conservation standard work can be more expensive than other types of building or regeneration work).

3. A realistic appraisal of the local capacity, or capacity within the catchment of the THI, to deliver conservation quality work: this might involve an audit of local firms and their experience of the type and standard of work that would be appropriate. Clearly this would have to be carefully managed so that any ‘lists’ of potential contractors was used only as a measure of capacity not as a means of pre-selecting contractors.

## **Predictors of economic outcomes**

At the heart of any successful regeneration project is the need for it to deliver economic benefits and to be economically sustainable. In the case of the THI where there is a stricter measure of success – meeting the gap between cost and value – this is even more the case. The key factors that influence this, and that might form the basis for developing discrete characteristics or elements of a THI capable of predicting success include the local economic context over time; entrepreneurial and business capacity; the housing market; the precise gap between cost and value vis-a-vis specific buildings; future economic prospects; special conditions or initiatives that can act in their own right as attractors of investment and spend; and employment/wage trends within the catchment of the THI.

Clearly, this is a highly complex area; however, a number of predictors might be built into an assessment framework when evaluating an application and its probable economic consequences and performance. This contention is

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<sup>18</sup> The term ‘catchment’ refers to the wider area within which a THI is situated from which it draws its market, but also which supplies services to it.

supported from the research from the schemes that seem to exhibit the economic conditions and circumstances that lead to success (e.g. Glasgow, Liverpool, Creswell and Newport Pagnell) and those that do not (e.g. Newry, Middlesbrough and Burslem).

Specific predictors of success under this theme might include the following:

1. The economic trends in the immediate area of the THI and its catchment. As a predictor of success for a THI, this is the most critical factor in determining (all other things being equal) the degree of benefit that a THI has the capacity to deliver. The research shows that where local and regional trends are towards growth, and where there is demand, then a THI is more likely to succeed. An application might demonstrate that the catchment that it is in is moving, economically, in a particular direction. Of course this must be nuanced by a recognition that all THI by their nature are in wards that are economically and socially deprived; but if they have the capacity to accommodate and generate new business and commercial activity; or absorb demand for housing then the outcome of the THI is more likely to be positive. An application might show this by evaluating the degree of fit between its building stock (number of vacant buildings, their characteristics in terms of size and location, for instance) and latent demand. This applies equally to housing demand: does the building stock, or the sites available have the capacity to meet housing need balancing the cost against the value of any development? This is an issue, as with the identification of the supply capacity (of appropriately skilled contractors) that calls for further debate.

2. Entrepreneurial capacity might be taken as a sub-set of 1. above; but it could be demonstrated in an application through an objective calculation of the number of successful start-up businesses – and their type – compared with the number of closures or failures: what is the overall trend?

3. A hard-nosed assessment of the exact gap between cost and value for targeted properties: that is, the application might show what the cost of restoring a cross section of buildings is, and the likely value to be produced, in terms of sale value, rents or yields. The research shows that if this gap remains significant then it is unlikely that any economic benefit will follow directly from investment under the THI; even if the cost were entirely met by the THI (i.e. 100% of refurbishment costs were provided by the grantee) in the absence of demand there will be only marginal value, and the property will sit empty, and at best moth-balled; although evidence from HLF suggests that very few projects end up in this state.

4. Indirectly connected with 3. a further predictor of success is the proportion of absentee landlords, and the difficulty of either persuading them to invest, or of actually identifying them in the first place. However, the risk is that this might discriminate against some areas where absentee landlords are more prevalent.

5. Employment and income trends appear to be a predictor of success – although more research in this area would be needed to confirm this. The research indicates that in cases where employment levels are improving in the catchment, and incomes are increasing, then, not surprisingly, a THI will benefit

in terms of its economic buoyancy (as in the case of West Wemyss and the widening housing catchment to take in commuters to Edinburgh). However, changes in the type of employment, and levels of income may have challenging consequences: what we would call a 'de-gentrification' effect (possibly in Burslem with the closure of a number of potteries, and more jobs in the relatively low paid service sector).

6. Housing demand is a powerful, if volatile, predictor: as in the case of West Wemyss, demand for housing can be a stimulus to economic growth locally – or at least to investment in housing. This trend could again be referred to in an application to show to what degree this demand exists and how it will help meet the cost and value gap. Of course this does not apply in the same way in areas (such as Middlesbrough) where there is a high amount of social or rented housing and values remain static. The recent economic turn (from the start of 2008), however, suggests that demand is itself unpredictable, and dependent on externalities such as the supply and cost of credit.

7. Educational aspirations and attainment might also be used as a predictor of success: in THIs whose catchment includes entrepreneurial and educated communities, it might be the case that this represents at least a latent capacity for new businesses, and higher levels of consumption. Again further research would need to be conducted to test this relationship; but the case of Glasgow shows that a combination of an enlightened rental strategy, combined with the appropriate building stock, with a surplus of creative individuals, properties can be brought back into use, the vitality of an area improved, and further economic decline at least moderated.

9. The prospect or reality of one-off initiatives can be a predictor of economic success and evidence should be cited in applications where such initiatives are in place; for example in Wigtown, the Booktown initiative has combined with the THI investment and both have benefited.

10. Deprivation and economic failure can be extremely local, generated by the particular negative reputation of a district, or even a few streets: neglect that is endemic at the very local level can be extremely difficult to tackle. Resistance to improvement (i.e. a consideration of what other initiatives have been applied and their degree of success) is likely to be a clear predictor of future success. Of course this cuts across one of the key philosophies of HLF – to provide funding to the most deprived and economically recalcitrant areas. Nonetheless, as with any other programme where regeneration is a main aim, the question remains whether without a much higher proportion of funding allowed under the rules of the THI some areas are actually economically beyond help.

### **Predictors of social (cohesion) outcomes**

The benefits of any regeneration programme must include improvements with respect to social indicators – health, employment, community cohesion, crime etc. The research suggests that it is possible to hypothesise a link between certain social factors – particularly related to social deprivation – and the success of a THI in having a positive influence here. Again, this is a complex matter, but it is clear from the research that in places where social deprivation is

extreme (e.g. Middlesbrough and Newry) the impact on measures of social deprivation is minimal. In cases where social deprivation appears to be less severe (e.g. Newport Pagnell, West Wemyss, Glasgow) the impacts are greater. In terms of social or community cohesion, the evidence is far less clear about links between community and demographic characteristics and the effectiveness of the THI. Further research would be required to explore this question.

Specific predictors of success under this theme might be:

1. Demographic characteristics within the THI catchment: tentatively it can be said that in a THI where the population is relatively permanent, and where individuals feel that they have a future, and that the place offers them a range of 'life chances', then there is greater social cohesion, and a THI will consolidate this quality. In the case of Newry, for instance, the high proportion of young and transient individuals, living in bed-sits, with a reputation for crime and anti-social behaviour, presented a serious challenge to the success of the scheme until this context was changed through the insertion of new RSL housing, which seems to have modified the local demographic – with families moving in, and single, transient people moving on. These factors should, although it is difficult precisely to define a method for this, be taken into account in assessing the likely outcomes of an application.

2. Social capital – defined by such things as the presence of community groups, of bottom-up partnerships, of a balance of ages, family types and so on – can be a predictor of the benefits likely to come from a THI in relation to social cohesion: that is, in cases where there is predominance of one group – young and disaffected individuals, the elderly, for instance – the capacity for building social cohesion and social sustainability is reduced (for example Middlesbrough and Newry). This does not apply, clearly, in schemes that are commercially focused.

3. High levels of crime and social disorder are, as with the economic context, a clear predictor of outcomes in terms of social cohesion. This is, however, to say no more than that areas with high levels of social deprivation and crime are more difficult to regenerate than those without these qualities. Nonetheless, as in the economic argument rehearsed above, so with crime and the criminality of an area: the research strongly suggests a correlation between crime over a certain level and an inability of the THI to improve an area except marginally. This seems to be so in both Newry and Middlesbrough. However, we must be careful to state that whilst extreme levels of crime are a predictor of a lack of success, they may not explain that lack.

4. Historical and political context, a history of community and religious conflict as is evident in Newry for example, will also create serious challenges to the THI improving social cohesion. However, these very circumstances may provide additional impetus to a programme where there is a collective will to overcome this history. The Draperstown's THI is the only case in the sample that has been able to test this; further research would be needed to determine whether such a factor is a predictor of outcomes under this theme.

## **Wider regeneration predictors**

A set of other predictive factors can be postulated from the research that do not fit easily into any of the first three themes, and do not constitute a group of issues in their own right, but may form a critical part of any assessment framework. These include: regeneration experience and confidence; administrative and managerial competence; and levels of local commitment to regeneration and place.

### *Regeneration experience and confidence:*

This is a key predictor of success. Those schemes that have been most successful seem to be in areas where there exists previous regeneration experience, particularly linked to heritage; where there is a strong network of informed agencies and actors engaged over a period in regeneration; and where there is a clear understanding of regeneration potential as demonstrated through a coherent and wider 'vision' for regeneration, and indeed heritage based place identity: the Merchant City, Liverpool Rope Walks, and West Wemyss provide clear evidence of this. Of course, it may be the case that in areas of extreme neglect and deprivation the presence of earlier regeneration may not have produced any particular benefit.

### *Administrative and managerial competence/ commitment:*

A further predictor of success is, clearly, the degree of administrative and managerial efficiency and competency within individual THIs. This, as the research indicates, can be measured with respect to the characteristics of individual staff – their training, knowledge of conservation and regeneration; competence at accessing necessary skills and information. It can also be seen as a function of the 'embeddedness' of the THI in other systems and operational structures – for example the relationship of the THI to the local authority. Whilst this is difficult to quantify, it is clear that where there is a strong relationship (all other things being equal) a scheme will be delivered efficiently: as in Wigtown, or the Merchant City. Further research would have to be conducted to establish the predictive characteristics of such a relationship, however.

A connected facet of managerial competence is the enthusiasm and commitment of all staff to a THI and its values – partly determined by the clarity of roles, and the managerial proximity of staff to decision making, as well as levels of remuneration.

## **Critical factors predicting success**

The foregoing discussion raises a question for any attempt to develop an assessment framework that might be of value in predicting the likely outcomes of individual THIs on the basis of evidence or arguments presented in an application. That is, which factors is it necessary to have knowledge of or information about in order to make anything like an accurate prediction of the success of a scheme? Further analysis and research would have to be conducted to fully answer this, but the following table sketches out the predictors and the evidence that might be used to inform these.



<b>Theme: Conservation/townscape outcomes</b>	
<b>Predictive factor</b>	<b>Possible evidence</b>
1. Experience of conservation/regeneration	Analysis of 'CV' showing experience by relevant actors and agencies
2. Objectivity of assessment of cost of expertise	Spreadsheet with breakdown of all costs relating directly to delivery of regeneration, that shows how additional conservation standard costs/public real costs have been accounted for
3. Local capacity to deliver conservation standard work	List of local contractors, conservation architects etc. in area with profile/CV of their work, and brief assessment of quality (as in 1)
4. Accurate assessment of conservation and townscape value/potential	Descriptive statement of value, with clear criteria to support the evaluation (i.e. conservation statement at townscape scale for key streets)
5. Presence of other regeneration/heritage schemes in the area	List and description of schemes with brief assessment of quality
<b>Theme: Economic outcomes</b>	
<b>Predictive factor</b>	<b>Evidence</b>
6. Economic trends over previous five years: Locally, regionally, nationally	Secondary data from local economic profiles, development agencies, and local authority
7. Entrepreneurial capacity	No. of start-up businesses, number of failed businesses' size of businesses; number of and type of planning applications
8. Housing demand	Survey of estate agents; values for housing from local authority; housing need assessments
9. Absentee and recalcitrant landlords	Survey of landlord/repossession rates in area
10. Employment and income levels	National data sets
11. Assessment of cost/value gap	Spreadsheet building in local values and estimates of costs for a cross section of targeted buildings in the THI
12. Commercial demand	Survey of estate agents
<b>Theme: Social cohesion outcomes</b>	
<b>Predictive factor</b>	<b>Evidence</b>
12. Demographic trends	Census data, local authority surveys
13. Social capital	Mix of family types; number of community groups; proportion of rented to owner occupier (all from local authority surveys)
14. Crime rates	Local police authority statistics
15. Historical context	Local authority evaluation/ character assessment
<b>Theme: Wider regeneration outcomes</b>	
<b>Predictive factor</b>	<b>Evidence</b>
16. Regeneration experience	Audit of recent regeneration projects and their impacts
17. 'Vision'	Clear statement from applicant, with reference to local authority and other heritage/regeneration agency plan for the area
18. Administrative competence: knowledge, skills, training	CVs of key staff/person specification for key staff to be employed
19. 'Fit' of THI to delivery and management structures	Model or diagramme showing relationship of aims and values of the THI with existing management structures and organisation within the delivering agency

## Assessing risk

A framework based on the above might be developed both to predict likely outcomes (but not outputs, which would be impossible to do); but it could equally be used to assess the risk that a scheme will not deliver significant improvements. The key risk factors would be assessed against the set of critical conditions listed in the previous section. The risk clearly increases the less well a place is performing as measured against these. Again, this hypothesis would need to be tested both against our own work, and a broader set of examples, but could be done post hoc, in a review of all schemes where information to set against each predictive factor is available.

What is critical in assessing the likely outcomes of an application, as well as its risks, is to recognise the volatility and unpredictability of certain key variables. That is, certain conditions are more likely to change over time and have a more significant impact than others. The economic context is one such, in particular levels of investment and demand, along with the cost and availability of credit. On the other hand, the underlying or intrinsic townscape and conservation quality is a relatively static factor, although it will degrade over time without some sort of investment. Again further research would need to be conducted to determine which risk factors are key to predicting failure.

Finally, the assessment framework is only posited as a means of assessing the likely outcomes of investment: it does not suggest that only those areas that can be shown through its application to be likely to succeed should be the subject of investment. But it could be used as a test of the need to apply higher levels of funding in some areas – or that a more ‘radical’ approach to conserving the heritage should be taken in those places where the framework suggests the THI as it stands will make little difference. What the framework does strongly suggest – and we see this as an area for policy debate – is that some places might be too ‘risky’ for conventional regeneration investment on the THI model. In our view this also accords with some of the THI’s own recent thinking on the question of the value of heritage – which recognises that heritage can be seen as a value in itself, and where value may not always or necessarily be determined by measures of economic sustainability (See DEMOS for HLF, *Challenge and Change*, 2004).

## 6.0 Conclusions

The final section of the report summarises the findings from the THI research, first in terms of factors which explain the success, or absence of success, of the schemes reviewed; second in terms of general lessons we have drawn from the cases examined for heritage-based regeneration investment; and finally in terms of the changing priorities of the THI programme in the future.

### 6.1 Intrinsic and extrinsic factors accounting for success of THI projects

We have been able to identify a number of factors which help to explain why some schemes are more successful than others, and also why. These are divided into two types: intrinsic factors, generally to do with the scheme itself; and extrinsic factors, to do with the broader regeneration, economic, planning and social context. Some factors may be more important than others, and all do not apply to every case: the individual case accounts show in much more detail where and to what extent these factors apply.

*The reasons for success:*

- Intrinsic Factors
  - Success is most obvious when the building stock and the underlying urban form is of good quality and worthwhile to repair
  - The area targeted for support by the THI must be an appropriate size for the level of investment
  - The area targeted must be well defined and have clear conservation boundaries
  - The availability of funding from agencies such as the Heritage Lottery Fund
  - The presence of other local development adjacent to the THI area
  - Concentration of effort on the high priority heritage buildings can prove effective if they are key and visible sites
  - Local knowledge and experience of conservation context and needs on the part of the key agencies involved in delivering the project is essential
  - The willingness of at least some building owners to invest can be a major factor
  - The less complex the ownership of buildings within the THI the more efficient the scheme in delivering positive outcomes
  - Strong leadership and good organisation, and tenacity of the key agencies involved in the project is necessary to ensure success
  - Capacity or willingness for a scheme's objectives to be monitored and adjusted as the project develops

- Extrinsic factors
  - Where the local housing stock is below the regional average price it can be an attraction to new buyers
  - Latent demand for the type of building stock making up the scheme
  - When the regional economy is better off there is more likelihood of local success
  - The arrival of people retiring from elsewhere, attracted in part by the maintained heritage character and bringing capital a buying capacity
  - It is beneficial when redevelopment takes place within and is part of a broader planning framework
  - The presence of a well-established and community focused regeneration organisation with a track record of delivering regeneration projects

*Reasons for the lack of success:*

- Intrinsic factors
  - Lack of demand for commercial and retail property can make success elusive
  - Poor self-esteem among the local residents can be difficult to overcome
  - Lack of purchasing power to support retail and lack of capital
  - The crime factor and rowdiness will deter many potential buyers
  - When the area targeted for support by the THI is too large the effect of even large expenditures can be dissipated
  - Unfocussed project objectives
  - Unrealistic assessment of 'buy-in' from local property owners
  
- Extrinsic factors
  - The declining economy both regionally and nationally can override the positive influence of THI efforts The loss of local jobs is difficult to remedy with regeneration
  - Lack of concerted strategic and coordinated planning can lessen the influence of a THI scheme

## **6.2 Lessons**

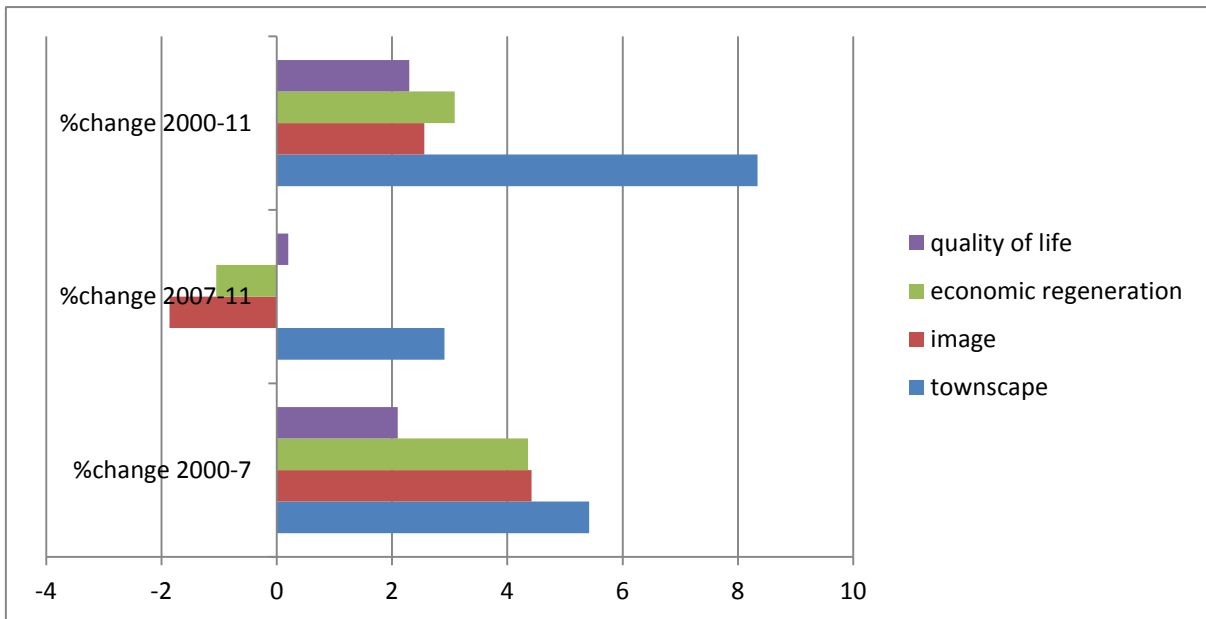
As in the previous section, the list of lessons have been generalised from all cases, and the individual cases demonstrate how these have been deduced.

- Conservation-led regeneration does not have to be inordinately costly
- Conservation-led urban regeneration efforts work best when the level of investment allows significant changes to take place within a district clearly demonstrating the benefits of transformation
- THI type schemes work better when they are not isolated interventions but fit into broader regional strategy
- Better results can be realised when sufficient skill and expertise at all levels of the work from engineering to carpentry is assembled

- In order to have the desired social as well as physical impact on a conservation district, the area targeted by THI type funding should be of a scale where a) the level of investment can be expected to have measurable influence and b) where the effort can be noticeable and understood by local people – i.e. it is concentrated and highly visible
- Conservation-led regeneration may be desirable for heritage reasons but cannot be expected to overcome regional and national economic trends but it can mitigate the effects
- It is difficult to sustain enthusiasm for heritage conservation after the end of a THI scheme so there may need to be follow-up programmes to counter the fall-off of local optimism that occurs after programmes end
- Funding new building in an area which already has high vacancy is probably unwise
- It is unwise to spend large amounts of rejuvenation funds on buildings which stand next to vacant, abandoned and frankly unattractive properties
- The benefits of conservation-led regeneration may be negated by decisions such as the approval of large new development too close to THI areas
- Residential and commercial properties, renovated through THI type projects, cannot be expected to easily find renters/buyers where supply already exceeds demand – in such cases funds might be better spent in other ways
- The cost of repairs to conservation standard are often higher than that of new build, and should be factored into the level of the grant
- In areas of deep rooted economic, political and social difficulties, considerably more time may be required to build up confidence in a programme such as the THI, than in less challenging environments: this should be factored into the timescale for grants
- THI schemes should be flexible in terms of their objectives, recognising that some of the original aims are not achievable, and should be able to substitute these with more realistic goals

### **6.3 The economic recession and its impact on the THI**

What the analysis of the findings from our research shows is that unfortunately but not surprisingly, the recession has had a negative impact on the THI investment across many but not all dimensions. In most of the schemes reviewed, quality of life, image and confidence, and economic performance have declined since 2007, although townscape quality has been more or less maintained. However, in the majority of cases, the decline in the first three measures has not been to a point below that which existed prior to investment in the programme in 2000. Although it is difficult in the absence of counterfactual evidence to know exactly what this signifies, our suspicion is that it reveals that the THI has been important in at least maintaining the status quo in already very deprived areas, and in helping to prevent further slippage. In other words it has fostered resilience. The chart below shows the upswing in all measures in the THI sites between 2000 and 2007 and then the punishment that the 2008 recession inflicted. The figures showing the entire period, however, indicate that overall the THI investment had a positive effect.



*Comparison of changes delivered by THI by theme*

Heritage led regeneration projects in the larger urban settings, such as Liverpool and Glasgow, appear to have survived better than those in smaller places, such as Bodmin and Draperstown. However, some places which are marginal and relatively small – such as Creswell and Wigtown – have fared reasonably well. The really critical factor appears to be the diversity of economic activity, and adaptability not size or location per se.

Are there any implications for practice or policy? This is a difficult question, partly because the policy context in the UK is so very different to what it was when the programme was established, and partly because the context in which heritage led regeneration can be delivered on the ground is very different. The evidence from our research supports the position that heritage quality can be seen as an end in itself insofar as it is more resilient in a period of austerity, compared with traditional regeneration outcomes. On the other hand, it is self-evident that in such a period, any matched funding or grant based programme of investment still needs to deal with the challenge of attracting investment from private landowners, or public bodies to make it happen and this is far less likely today than it was before 2008. In practice terms, our research suggests that where, through lack of on-going funding, those individuals and agencies that have substantial heritage and regeneration experience cannot be induced to take on a project, it is unlikely to either get underway or be successful. In the longer term, the risk is that the necessary experience and skills to deliver even those more purely heritage based outcomes will be unachievable.