

APPENDIX A – Options to reduce annual WDBC shortfall on the Tamar Trails

Option	Description	Cost estimate (I&E)		Pros	Cons	Recommendation	
1. Current approach	Meeting obligations of HLF contract to maintain public access to the 25km of Tamar Trails for 25 years, and maintaining infrastructure funded by the HLF for 10 years (until 2023). Meeting obligations under the 30 year leases with landowners, which typically require a good standard of repair of structures, fencing, signage, interpretation, and maintenance of the paths for the period of the lease.	Expenditure (2016 actuals)	Trail rents	£46,859	Meets obligations of HLF and other funders Provides free access to 25km of Trails for the public Supports initiatives to increase footfall to the Trails Centre, and car parking income	A £33K shortfall per annum. Even with the recent increase in car parking income, even with the 50% increase in car parking income in 2016/17 over the previous year, it is unlikely that the shortfall can be closed much beyond £25,000 p/a on the current approach Victim of success – the carpark is full on Parkrun days, and weekends during the school holidays Trail rents will increase with RPI, and the gap will widen The approach is entirely dependent upon car parking – a bad season will increase the shortfall	Retain the current approach whilst exploring other options Whilst there is a shortfall, this is balanced against previous acceptance of the costs and recognition of the public service provided in what is effectively a Country Park which benefits the public health and well-being. This is an excellent facility and one of which the Council should be proud.
			Monitoring/management	£10,275			
			Marketing	£6,000			
			TOTAL	£63,134			
		Income (2016 actuals)	Lease income	£13,000	Keeps monitoring and management costs to a minimum		
			Car parking	£17,033			
Shortfall		£33,101	Limited officer input/costs Costs are predictable with no expected call for further capital				
2. Current approach but ceasing marketing budget	As option 1, but remove the £6,000 marketing budget and rely on any marketing by the Tamar Adventures group, existing website and word of mouth.	Saving of £6,000 on the figures in option 1		Saves £6,000 Potential to piggy back on a level of advertising of the Trails by Tamar Adventures, TVAONB, WHS and TAVATA and some promotion by the new WHS Gateway Centre in Tavistock when it opens	Marketing by Tamar Adventures would promote their business and not the Tamar Trails in general Likely that this would lead to a significant loss in car parking income as less people would use the Tamar Adventures facilities and the Tamar Trails Likely some funds would be required to periodically update websites, etc	Do not cease marketing budget	
3. Current approach but increasing marketing budget	As option 1, but invest additional funds in marketing. It is considered that £6,000 whilst very useful is insufficient to adequately market the offering to local people and the Plymouth market, particularly in the shoulder/off season and at quieter times of the week.	As option 1 but with additional marketing funds The marketing budget could be increased for example by £4,000 p/a for 2 years with a commitment to monitoring the impact of an increase in budget on the car parking income – if the car parking income does not respond (at least enough to cover the increase) then reduce the budget accordingly back to £6,000. This £4,000 could initially be covered by the Tamar Trails Repairs and Maintenance budget (of £5,000) which due to the relative newness of the infrastructure has largely been unused. If the £4,000 is making a return, then part of this income could be diverted into increasing the marketing budget line.		Would expect to lead to a related increase in footfall and associated car parking income Would enable marketing to target shoulder/off season, and the quieter times of the week/year. Increasing digital/social media marketing (e.g. Facebook ads, and blogging) which have been successful to date as a means of directly contacting potential customers to the local area and Plymouth, particularly in these shoulder seasons is considered a possible easy win.	The local key market (Plymouth and SW) is well targeted by promotional material in the main holiday seasons – extending the marketing geographically is likely to have limited benefit (particularly from traditional leaflet advertising). Digital/social media marketing requires continuity and regular updates/advertising - this is not a short term fix but would require sustaining to maximise footfall and income.	Increase the marketing budget by £4,000 to £10,000 p/a for 2 years monitor the impact of an increase in budget on the car parking income – if the car parking income does not respond (at least enough to cover the increase) then reduce the budget accordingly back to £6,000.	
4. Create new car park on land outside of existing lease	Potential to gain another c.20 spaces. There is an area of flat land	Would require negotiation of a new lease with landowner. Initial request was for £25,000 p/a, which would include the area required for car park as well as large sheds on the periphery of the land.		Attractiveness of this option would depend on the annual rent. If low enough, then potential to cover costs in 8-10 years based on anticipated usage – potential to	Cost is currently prohibitive. Large sheds are not required by WDBC/Tamar Adventures currently (although some interest has been shown by Tamar Community Trust). May be difficult to	Explore further and consider investment if an acceptable sum can be negotiated with the	

	which would be suitable if a lease can be agreed for a reasonable sum. Currently the landowner wishes to include sheds on the periphery with the lease which are not of interest to the Council.	Capital cost of c.£5,000 to prepare carpark and install parking meter (there is a spare meter than can be reused) Estimated income in the region of £2-3,000 p/a from the additional spaces	negotiate with landowner, namely just for land for the car park without the sheds. Potential to explore options for use of the sheds and a sub-lease (e.g. with Tamar Community Trust for a Woodfuel project)	reach acceptable lease sum with landowner or separate the car park land from the sheds, as WDBC would be looking at a vastly smaller sum (annual rent on existing larger car park is £5K, so would expect c.£1,500max for just the land).	landowner without the sheds, or with a partner (e.g. Tamar Community Trust) if the sheds cannot be separated out of the offered lease
5. Extend car park into field behind the Centre	Potential to gain c.30 spaces by purchasing the lower strip of the field – could also create space for a play area and allow for some reconfiguration of the existing carpark (including more buildings to add to the existing offer)	Tenants in the Trails Centre (Tamar Adventures) have had preliminary discussions with respect to purchase/lease of the lower strip of the field (circa 1ha), with an anticipated purchase cost of £20-30,000. Capital costs ballpark of £30-50,000 for excavating, levelling and surface preparation. Estimated income of in the region of £2,000-£4,500 p/a from additional spaces	Would give sufficient space for catering for peak periods Gives some potential for Tamar Adventures to explore extensions/better use of space in existing carpark (e.g. if could alter access route into the carpark, and create a no-car area adjacent to existing Centre), which in turn may provide opportunities for additional income Would allow space for a play area	Potential to attract 50% of funds from Greater Dartmoor LEAF (although likely as part of a larger 'Active Tamar; project), but would require match funding. Could be a long payback on any investment Potential to maximise use of the new spaces would require further options to be realised (e.g. extension of the Trails Centre/Active Tamar project) Would require planning application (initial indications are positive) and some associated surveys (e.g. contaminated land)	Explore further and consider investment if acceptable sale/lease can be negotiated, and if external funding could be attracted
6. Create a play area adjacent to the Centre	This is an unrealised aspiration from the TVMHP. There is an area of space (referred to as the terrace) opposite the Trails Centre that lends itself to this purpose.	Requires planning (some costs with updating contaminated land surveys and possible remediation). Cost of play area circa £30-40,000. A deed of variation associated with the landowner lease allows for creation of a play area (on the terrace)	Makes offer more attractive to families (especially locals), and may increase likelihood of regular visits by local families (i.e. coffee and play) Some potential funding sources exist for this type of project (Greater Dartmoor LEAF, Tesco, landfill taxes)	Contaminated land Requires external funding (although possibly limited amounts if landfill tax funding is secured) Need to establish arrangements for funding, ownership and maintenance. Likely that Tamar Community Trust would apply for funds, with Tamar Adventures insuring and maintaining the equipment.	Seek to take this forward subject to sourcing external funding (either as stand-alone project or part of an 'Active Tamar' project)
7. Reconfigure Trails Centre	Remove internal wall, new fittings and fixtures, furniture. Incorporate a wood burner to assist with year round opening.	£25-30,000	More space for events/classes Makes better space of a currently underutilised room	Conflict with SLA re: education use of spare room (which entitles 100 days use a year by TVAONB for education purposes) Potential to attract 50% of funds from Greater Dartmoor LEAF (although likely as part of a larger 'Active Tamar' project), but would require match funding.	Largely dependent on Tamar Adventures aspiration and their seeking of Greater Dartmoor LEAF funds. Support development of the aspiration subject to detail.
8. Extend Trails Centre	Extend to incorporate larger kitchen, indoor and outdoor seating, and removing indoor meeting room. Create space to include a farm shop and retail, diversifying the offer.	£50-70,000	Ability to extend kitchen and cook more than a basic menu – enables evening events Enables more tables/seating for cafe Potentially creates more space for regular event/class bookings Would enable incorporation of a space for farm shop and retail potentially increasing regular visits and associated car parking	Potential to attract 50% of funds from Greater Dartmoor LEAF (although likely as part of a larger 'Active Tamar' project), but would require match funding. Conflict with SLA re: education use of spare room (which entitles 100 days use a year by TVAONB for education purposes) Reasonable to anticipate an increase in car parking income as a result, but unclear as to the quantum of this increase, or payback period.	Largely dependent on Tamar Adventures aspiration and their seeking of Greater Dartmoor LEAF funds. Support development of the aspiration subject to detail.

<p>9. Bring management and monitoring in-house/test the market</p>	<p>Management and monitoring of the Trails is currently undertaken by the Tamar Community Trust and is considered to be good value.</p> <p>A 3 year Management Agreement was signed at the start of 2017 with the TCT. At that time an exemption from Contract Procedure Rules was sought due to the value for money and quality of service over a commercial/in-house operator.</p>	<p>Currently £10,275 per annum.</p> <p>The market was last tested in 2013, at which time the TCT offered the best value and added benefit.</p> <p>Whilst it is considered unlikely that savings would be achieved (and any financial savings are likely to be offset by the lost added benefits the TCT bring) the market will be tested again at the end of the 3 year Management Agreement in 2020.</p>	<p>income</p> <p>Possibility of a small saving on the annual expenditure on management and maintenance</p>	<p>Likely to be a long payback</p> <p>Unlikely to be many/any suitable alternatives in the commercial sector or in-house that can provide same package (include tree work and survey, day to day problem resolution with public and landowners, utilisation of volunteer workforce for maintenance of trails and vegetation)</p>	<p>Test the market at the end of the 3 year Management Agreement with the TCT.</p>
<p>10. Divest the Council interest to another body</p>	<p>Divest full responsibilities to another commercial or charitable body, e.g. Tamar Community Trust, Tamar Adventures, South West Lakes Trust, Woodland Trust.</p> <p>Such a body would receive income from car-parking and leases, but would take on all responsibility for leases, management and maintenance, and obligations under the HLF contract.</p>	<p>The Heritage Lottery Fund requires maintenance of public access to the Tamar Trails for the term of the 25 year contract and maintenance of infrastructure for 10 years.</p> <p>The HLF do not specify/scale of repayments, and do not generalise on reasons for repayment/non repayment, instead retaining discretion to decide in any given circumstances. The contract specifies that the HLF may not see fit to claw back funds if a new owner/organisation enters into an agreement with the HLF on suitable term (clearly these terms would need to secure the same length of public access as existing, and maintenance arrangements).</p> <p>There would be significant legal costs relating to seeking to break the existing leases, and significant officer time/costs in seeking to negotiate with the HLF (and other funders), landowners, tenants, and any commercial or charitable body that might take on the operation.</p>	<p>Whilst there would be significant (unknown) short term costs, this option could offer a long term saving (dependent on the size of the short term outlay/any clawback)</p> <p>An external operator may be able to devote more time and resource to making the Trails a success than the Council is currently able to devote</p> <p>An external operator already operating similar such enterprises may benefit from economies of scale</p>	<p>Given the clear financial shortfall and limited ability to raise additional income with significant investment it is considered interest from other bodies would be low/non-existent (unless the Council offered significant financial incentive).</p> <p>The HLF may not accept an alternative approach and may seek to clawback funds from the Council</p> <p>The staff time required to explore and/or facilitate such an option would be unachievable without additional resource, or contracting in outside assistance.</p> <p>Landowners are unlikely to accept such proposals unless they are remunerated by the Council (and at the very least, the legal costs covered by the Council).</p> <p>The Council loses any control over the future direction of the resource (and indeed the possibility of making an income should the Trails be turned into a profit-making enterprise)</p> <p>The Trails could become increasingly commercialised at the expense of the enjoyment by local people and visitors</p> <p>Operation by another body carries risk, not least in the abilities of the body to manage a complex recreational resource, bankrolling the project in the long term, and the threat of other bodies failing/going bankrupt and the implications on the Trails offering.</p>	<p>Do not follow this approach</p>
<p>11. Major attraction</p>	<p>Create a major attraction, e.g. a railed toboggan run, or zip wire/flying fox across the</p>	<p>£500,000+</p> <p>Would require purchase and subsequent leases of</p>	<p>Would lead to significant increases in footfall, could market as a regional attraction</p>	<p>Requires major investment. Main funders will require match funding</p>	<p>Monitor and support aspiration subject to detail</p>

	Valley.	land (Tamar Adventures would look to lease land from new landowner). Would require planning with associated costs for supporting surveys, design, etc.	Scope to justify an increase in parking charges if the 'offer' was significantly improved	Any investment has a long period of payback Would require significantly bigger carpark and supporting infrastructure (i.e. extended Trails Centre) Possible saturation of market with similar attractions (e.g. Eden project zip wire, Haldon, Adrenalin Quarry near Liskeard) Planning may not be straightforward	
12. Create a cross country mountain bike track/s	Create a cross country mountain bike track/s similar to those at Haldon, Landhydrock and Plym Valley	Basic trail creation estimated at £25/metre (plus materials) Likely to require minimum of 3km trail, but preferably longer/several. c.£75,000 per 3km trail Volunteer input could reduce costs (e.g. approach undertaken at Gawton Gravity Hub) Lease costs typically £1/meter.	Capitalises on the popularity of cross-country mountain biking Varies the offer at the Trails Centre, particularly in tandem with Gawton Gravity Hub and the rest of the Trails network, with potential to significantly increase visitor numbers (if quality of trail/s is good enough) Scope to justify an increase in parking charges if the 'offer' was significantly improved	Potential to attract 50% of funds from Greater Dartmoor LEAF (although likely as part of a larger project), but would require match funding. Would require new lease arrangements (c.£1/meter) Success depends entirely on quality of the route and surfacing – word of mouth quickly erodes reputation. Variety of routes also useful and more routes increases costs	Explore further and consider investment subject to detail
13. Increase regularity of events on the Trails	Attract and secure events on the Trails (e.g. off-road running/cycling races) It would appear that there are commercial race organisers actively seeking new courses for races/obstacle events.	Income would be dependent on the scale of the event/race (and a fee per race dependent on scale could be established), however an option which seems common is taking a cut of the racers entry fee (e.g. £2) towards upkeep of the site. This would seem a reasonable and fair approach which would be proportionate with the size/impact of an event/race. It would also be easily promoted, and understood by organiser enquiring about holding an event. Income from permitting events is currently an unknown and requires market testing and research. The cost of marketing events would be down to the organiser, and there would be limited anticipated additional costs to the Council.	Raises profile of Trails Regular events would increase car parking income as well as any fees from the races themselves There is some appetite amongst existing tenants of the Trails Centre to develop this offering, and potentially resource to take it forward quickly The Trails offer much that would be attractive to races/events – namely the challenging nature of the hills and terrain, multi-use nature (cycling/running) of the trails, vicinity to the River Tamar (potential to explore use of the water as part of races) , and all of the Trails being under one 'owner' (sofar as the Council holds all the leases for the Trails)	Such use is not expressly noted (or prohibited) within the existing leases. WDBC lease the trails for use by members of the public for walking/cycling/horse riding. Charging for events would require further legal consideration with respect to acceptability under existing leases however initial indication is positive Any events/races would bring additional car parking income Attracting and securing events/races is time consuming and WDBC do not have officer capacity to facilitate. Would rely on Tamar Adventures staff or their partners, e.g. Tamar Trails Runners (who accordingly might expect part of any income) Hosting events/races on the Trails would need to be balanced against general public access, which would need to be maintained and managed. Large races/events may not be well received by the general public/locals Size of the carpark would severely limit the capacity for large races/events.	Explore further including the approach with respect the current leases and landowner views, and to market testing and recommending appropriate fees.
14. Vary carpark charges	Parking charges are currently £1 for up to 2 hours and £2 all day (£4 all day for a horsebox). These charges	Options include increasing the 2 hour and all day rates, or introducing an hourly charge. Any changes would require 2 rounds of Amendment	Potential to take a higher fee, particularly from those staying all day or for 1 hour	Would drive people to stay for shorter periods, having an impact on the tenant at the Tamar Trails Centre in terms of activity bookings and café takings (and accordingly would be	Do not vary carpark charges at present

	<p>were introduced by way of an amended order in April 2013. £2 all day parking is consistent with most WDBC carparks.</p>	<p>Order adverts in the local press, and consultation, along with reports to Committees, with related costs and officer time</p> <p>Haldon Forest charges are £3 for up to 2 hours, £4 over 2 hours at peak times, and £2 for up to 2 hours, and £3 over 2 hours off peak.</p> <p>Lanhydrock charges £1 for 1 hour, £3 all day</p>		<p>contested)</p> <p>Unlikely that any alternative approach to pricing structure could result in any significantly higher takings</p> <p>Any variance of existing charges would be inconsistent with approach at other WDBC carparks</p> <p>Regular visitors may choose to undertake their recreation elsewhere if cost is prohibitive</p> <p>Compared to other sites offering recreational routes, existing parking charges are reasonable considering the package on offer</p>	
<p>15. Cease to maintain infrastructure after 10 years</p>	<p>The Heritage Lottery Fund contract requires funded infrastructure to be maintained for a minimum of 10 years (in accordance with the Trails Management Plan). The Council could cease maintenance of HLF funded infrastructure after 10 years.</p> <p>However, it must be noted that this is not considered to be a viable option as each of the nine 30 year leases makes a legal obligation on WDBC to maintain infrastructure to a good standard of repair (signage, interpretation, fencing, trees adjacent to paths, car park surfacing, paths themselves).</p>	<p>In theory this could lead to a saving of £10,275 p/a on monitoring and management (currently undertaken by Tamar Community Trust), and £5,000 p/a on repairs and maintenance.</p> <p>However, doing so would contravene obligations upon WDBC under the leases it holds with landowners to maintain infrastructure</p>	<p>None (there is no perceived potential saving of £15,275 p/a given that there are still obligations under the leases)</p> <p>Commercial deal – capital payment – negotiation – no right.</p> <p>Stop paying get taking court</p>	<p>Regardless of the HLF contract and that clawback would be unlikely to result as long as infrastructure was maintained for 10 years, the HLF contract requires the Council to maintain the 30 year leases.</p> <p>Each of the nine 30 year leases (signed between 2007 and 2012) requires ties WDBC into maintenance of infrastructure to a good standard of repair (signage, interpretation, fencing, trees adjacent to paths, car park surfacing, paths themselves)</p> <p>There are no early termination or break clauses built into the leases. Accordingly it is not considered that there is any realistic prospect of either ceasing or renegotiating the leases and avoiding ongoing maintenance of infrastructure for 30 years. WDBC can seek to renegotiate leases (which would require significant one off sums to terminate a lease), however landowners are under no obligation to accept, and any loss of public access would risk HLF clawback (HLF grant was £2.5m), and potentially clawback from other funders. Ceasing payments relating to a lease would result in legal action.</p> <p>Lack of maintenance of infrastructure would increase potential liabilities, and risk of requirements for substantial and costly repairs</p> <p>Public relations disaster – this facility is well used by locals and visitors for recreating and appreciating the Mining Heritage Landscape</p> <p>This option is likely to be very strongly opposed by previous and current partners on this project</p>	<p>Do not follow this option</p>

				<p>(including. Cornwall Council, Devon County Council, Devon Renaissance, Tamar Community Trust)</p> <p>HLF may prove unwilling to continue to invest in the area and with these partners if the Council can't be seen to sustain the existing investments and agreements. E.g. potential impact on THI and Guildhall, and the TAMARA Landscape Partnership bid (phase 1 £250,000, Phase 2 c.£2m)</p>	
<p>16. Cease involvement with Tamar Trails</p>	<p>The Heritage Lottery Fund requires maintenance of public access to the Tamar Trails for the term of the 25 year contract. The Council could attempt to cease involvement with the Trails before the 25 years expire.</p> <p>(DCC are also signatories to the HLF contract, but not the leases)</p>	<p>In theory this could save the council c.£63,000 p/a in expenditure (with lost income of c.£30,000 p/a), a saving of some £33,000 p/a however, ceasing involvement would result in breaching the HLF contract. The contract permits the HLF to clawback funds paid if the signatories (WDBC and DCC) fail to keep to any of the terms of the contract.</p> <p>Whilst the HLF do not specify/scale of repayments, and do not generalise on reasons for repayment/non repayment, instead retaining discretion to decide in any given circumstances, however there would seem little prospect of justifying reasons if such an option was followed as to why a severe clawback should not apply. The HLF will seek to protect access for the public to infrastructure it has funded, and is unlikely to look kindly upon attempts to vary/cease the contract without a sound reason.</p>	<p>Potential saving of £33,000 p/a</p>	<p>Potential clawback of up to £2.5m</p> <p>Potential clawback from other funders (SWRDA, Devon Renaissance) – likelihood of clawback from these funders has not been explored.</p> <p>As for option 13, each of the nine lease also ties WDBC into maintenance of infrastructure for 30 years. There is no early termination/break clause and accordingly seeking to break these leases will require substantial sums to settle with landowners (which they are not obliged to accept), or may result in legal action if payments are ceased.</p> <p>Public relations disaster - this facility is well used by locals and visitors for recreating and appreciating the Mining Heritage Landscape</p> <p>This option is likely to be very strongly opposed by previous and current partners on this project (including. Cornwall Council, Devon County Council, Devon Renaissance, Tamar Community Trust).</p> <p>HLF may prove unwilling to continue to invest in the area and with these partners if the Council can't be seen to sustain the existing investments and agreements. E.g. potential impact on THI and Guildhall, and the TAMARA Landscape Partnership bid (phase 1 £250,000, Phase 2 c.£2m)</p>	<p>Do not follow this option</p>

NB – Options are not considered as exclusive – some options could be grouped (e.g. under an ‘Active Tamar’ project to include any/all of Options 5,6,7, 8 and 11)