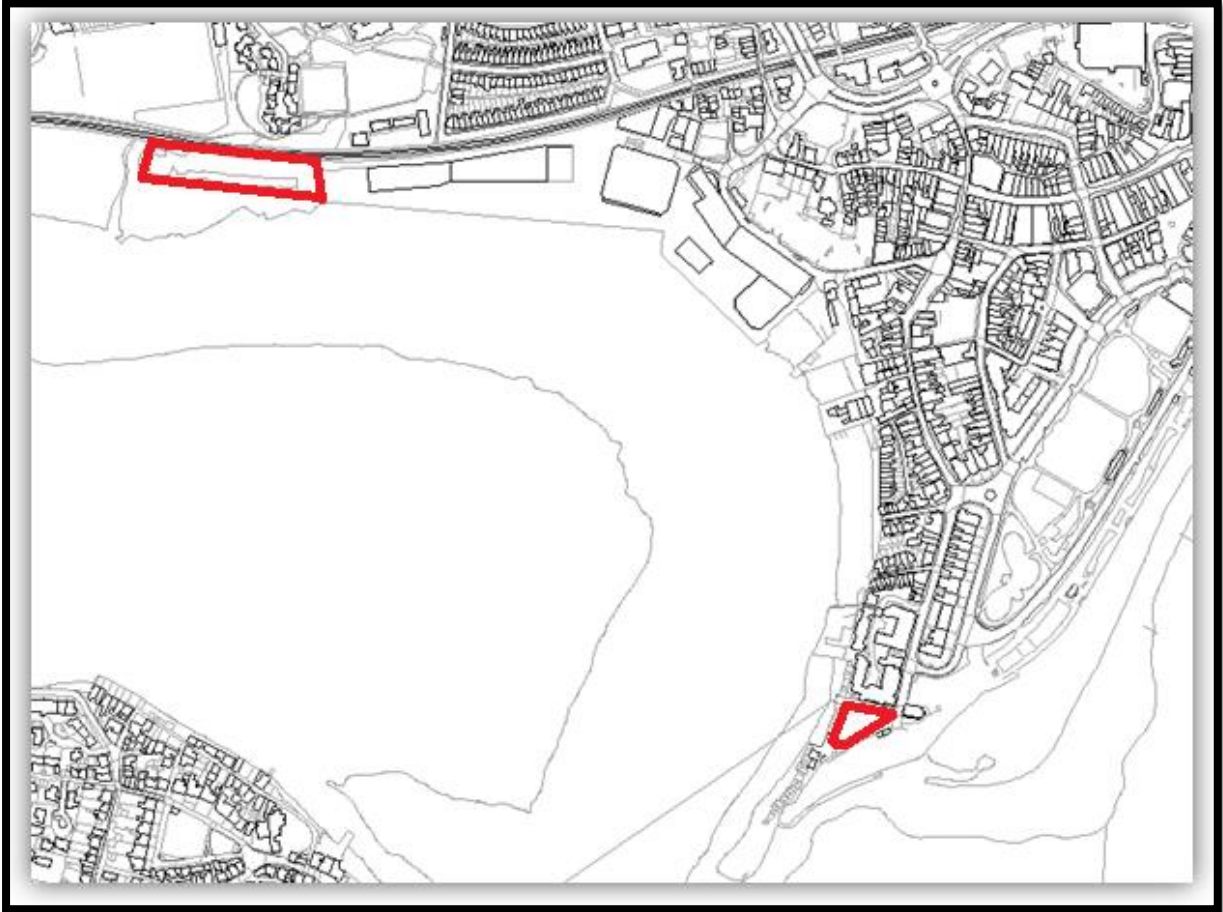


# Teignmouth Water Sports Centre – Feasibility of Different Site Options



## Purpose of Report: Feasibility Report

### Report produced by:

Aaron McCluskey  
Project Manager  
Economy and Assets  
Teignbridge District Council  
Forde House  
Newton Abbot  
Devon TQ12 4XX



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<b>Report Authors</b>	A. McCluskey
<b>Report PM</b>	A. McCluskey
<b>Report QA</b>	R. Warran/ T. Butcher
<b>Client/Employer</b>	Tony Watson, Economic Development Teignbridge District Council.

## QUALITY MANAGEMENT

Teignbridge District Council's "Economy and Assets" are registered under ISO EN 9001: 2000. This document has been approved for issue as follows:-

Approved	Signature	Date
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Project Manager		14/8/18
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QA Check		14-08-18
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### List of Abbreviations

- B.O.A.T – Boat Owners Association Teignmouth
- RNLI – Royal national Lifeboat Institution
- RTRC – River Teign Rowing Club
- SLSC – Beach Sur Life Savers Club
- TBSLSC – Teignmouth Beach Surf
- TCC - Teignmouth Town Council
- TDC – Teignbridge District Council

## **1.0 Introduction**

- 1.1 The Economy and Assets Department have undertaken an assessment into the feasibility of relocating the Rowing, Beach Surf Life Savers and Canoe Club from their existing sites, to a new site at either Polly Steps or the Lower Point car park, Teignmouth. This report provides details of the proposed options along with all constraints, risks, issues and gains. An initial indication of project costs is also to be provided.
- 1.2 This feasibility study was undertaken by Aaron McCluskey, of Economy and Assets, in October 2017.

## **2.0 Scope**

- 2.1 Brunswick Street has been identified in the Teignbridge Local Plan (2013-2033), as a primary regeneration site for Teignmouth. A Local Development Order was approved in 2016 and this outlines the type and mix of development that is envisaged on the site. This encompasses but is not limited to, Hotel, Restaurant, Retail and Residential accommodation. The Council are now in discussions with potential investors/ delivery partners to bring forward proposals for redevelopment of the site.
- 2.2 In tandem with these discussions, the Council are working towards ensuring that vacant possession can be provided – i.e. that existing tenants will have vacated the site by the time works commence. One such tenant is the Teign Rowing Club. While the Council is under no obligation to assist in the relocation, work has been undertaken to consider options on alternative Council owned sites. This report will focus not only on the potential for new and improved facilities for the Rowing Club, but also the Canoe Club and Teignmouth Beach Surf Life Savers Clubs (SLSC).
- 2.3 All three clubs provide a significant contribution to health and well-being of the local community, enabling a wide range of age groups to get active and be safe on the water throughout the year.

## **3.0 Requirements**

- 3.1 For a new water sports centre, the combined requirements of the clubs are:
- Sufficient storage for equipment
  - Space to load and unload
  - Accessibility for members including disabled access parking already within The Point Car Park
  - Changing areas for users, including storage for belongings
  - Designed in such a way that flooding can be mitigated or managed
- 3.2 Other design considerations include careful selection of the materials to be used for the construction of the building due to its close proximity to the sea. Things such as corrosion protection on exposed steel work and the appropriately specified concrete to withstand the coastal environment will need to be considered for the structure. Cladding materials will also need to

be carefully considered in this location for a sustainable approach to the design and construction of the new Water Sports club.

- 3.3 In addition to this, the Lower Point Car Park is in a Conservation area and in close proximity to the RNLI Boat House which is a listed building. Thoughtful consideration of the design with regards to the surrounding environment will need to be undertaken. Planning, Listed Building consent and Building Regulations Approval will need to be sought.

#### **4.0 Benefits of clubs combining on one site**

- 4.1 Having all three of the water sports clubs in one location, with education centres, sufficient storage, changing rooms and showers and a club house/ bar, will provide a building fit for purpose to host water sports training and competitions, and entice new members to join.

The proposed location of the Lower Point will make the clubs visible and accessible to potential new members, with parking in The Point car park available to all. The Polly Steps site will be able to accommodate a new water sports building, however access and the tides will prove problematic.

#### **5.0 Appointment of Architect to Look at Options**

- 5.1 Following a tender process, Grainge Architects were appointed in spring 2016 and have now supplied TDC with indicative plans, elevations and 3D sketches of a proposed Water Sports Centre located in the Lower Point car park and Polly Steps, Teignmouth, as shown in the appendices.

#### **6.0 Sites Considered**

- 6.1 The two sites that were considered for development, both have issues to be overcome. The Lower Point car park is located on the sea front, and it is close to the town centre. Furthermore, the site lends itself to a development such as this, large enough to accommodate a fit for purpose building, with adequate parking spaces.
- 6.2 The Polly steps site does not lend itself to enable parking for a large amount of members at any one time, where The Lower Point car park has the advantage of The Point car park nearby.
- 6.3 Gaining a right of way along Old Quay Street for the purposes of a busy water sports centre may prove problematic. There are large vehicles using the road regularly and the introduction of additional vehicle and pedestrian traffic, may have an adverse impact on the Teignmouth Quay Company's operation.

The tides and currents at Polly step may make activities difficult for the inexperienced members of the clubs. Furthermore, there are significant health and safety implications for pedestrians walking along Old Quay Street with the larger vehicles using the highway regularly.

- 6.4 Grainge Architects assessed each site and set out the constraints and opportunities for each.

These are set out in Appendices A & B and summarised below:

**6.5 Constraints for Lower Point car park**

- restricted space for servicing the two storey beach huts
- Adjacent car park is approximately 1.7m higher than the site
- Life Boat access route to be kept clear at all times
- Life Boat Building is Listed
- Ferry shelter to remain or be incorporated within new development
- Potentially contentious area of site due to ownership dispute
- Site is highly exposed to strong salt laden winds and extreme weather conditions
- Bedroom windows on Morgan's Quay building overlook the site
- Narrow access route to lower point car park to be kept clear at all times
- Loss of 28nr public parking spaces

**6.6 Opportunities for Lower Point car park**

- Ground floor level to be flood resilient and used for storage and services
- Potential to create panoramic views of the sea and river at first floor level
- Potential to create accessible pedestrian bridge from the car park to the first floor level
- Opportunity for the building terrace to receive diurnal sunlight (sunrise to sunset)
- Commercial opportunity to take advantage of the panoramic views of the sea and river that could be achieved at first floor level. This could incorporate a café/bar which might help fund the ongoing costs of operating the building
- The site is proximate to a larger surface car park with disabled access spaces

**6.7 Constraints for Polly Steps**

- Potential restrictions for developing next to railway line including construction using cranes. Exact minimum distance currently unknown
- Access to bridge and slipway to be maintained at all times
- Boat Owners Association Teignmouth (B.O.A.T) huts to be relocated
- Possibility of dinghy huts to be relocated
- Old Quay Street is the only vehicular/ pedestrian access route Emergency Services access will need to be considered further
- View from nearby residential complex to be considered
- Extremely exposed site. The building needs to be of a robust construction
- Restriction issues from APB and Teignmouth Quay Co for a right of way along Old Quay Road

## **6.8 Opportunities for Polly Steps**

- There is potential to extend the site through sheet piling, potentially increasing car parking and boat storage by approximately a third
- Opportunity to create a water sports centre with panoramic views of the estuary
- Potential to use nearby slip way to launch gigs

## **7.0 Planning Considerations**

- 7.1 The Lower Point car park site sits within a conservation area that covers a large proportion of the sea front promenade. Conservation considerations must be integral to any design proposal that is put forward for this location. The RNLI Boat House is a Grade II listed building, and sits within close proximity of the proposed site.
- 7.2 Polly Steps sits outside of the conservation area boundary that encompasses Teignmouth's seafront promenade. The surrounding area is significantly less built up, however there is a rail way track close by, which will need to be considered within any design in this location. Bitton House is a Grade II\* listed building located on the other side of the railway line and not thought to be of concern to this location for development. However, the Teignmouth and Shaldon Bridge is Grade II listed. Any application would need to address wider landscape and views to and from the bridge to ensure that the setting is not spoilt.
- 7.3 Preliminary discussions have been held with Development Management and TDC were advised that while such a scheme at Polly Steps may be seen as a continuation of the adjacent docks, in terms of sustainability, accessibility and the vitality and viability of the Town Centre, the Lower Point Car Park would be the preferred option

## **8.0 Access considerations**

- 8.1 The Lower Point Car Park is accessible via pedestrian and vehicular public highways leading from Powderham Terrace and the Strand. The back beach is easily accessible by foot with room to manoeuvre rowing gigs and canoe's etc.
- 8.2 It is not clear whether Polly Steps is accessible via pedestrian and vehicular public highways through Old Quay Street. The site at Polly Steps would have its own dedicated slip way to launch and land rowing gigs and canoes.

## **9.0 Relevant organisation views**

- 9.1 Following discussions with the Rowing, Canoe and Life Savers Clubs (November 2017), their thoughts on a location for a bespoke water sports centres are as follows:



## 9.2 Polly Steps location opportunities:

- Regenerates a little used area of Teignmouth and the Teign Estuary
- Has the potential to integrate into future marina and/or cycle path hub plans should they come to fruition
- Benefits an additional group, the Boat Owners Association of Teignmouth who have an existing basic facility at Polly Steps
- The site has the potential to be extended to make a larger footprint
- The Water Sports Centre would have panoramic views of the estuary
- There is already a slipway available for the launch and recovery of both safety boats and rowing vessels including Gigs and Seine Boats.

## 9.3 Polly Steps location weaknesses:

- Launching is restricted at low water due to poor quality of foreshore, very muddy or rocky. The THC website states that at Polly Steps *“Launching is restricted at low water.”*
- The tidal flow in this area is challenging and potentially dangerous, especially to novice or junior rowers who might not have the skills to cope with the flow especially for launching
- The foreshore in this area is extremely muddy and will cause issues with use of Seine boats from the beach and also Regatta Dinghies rowed by juniors
- Access to the site is via the right of way at the rear of the ABP docks.
  - We understand that increasing vehicle traffic could be an issue with ABP
  - Pedestrian access would require a lot of Health and Safety considerations to make the right of way safe for foot traffic including lighting and possibly barriers, increasing the costs of the initial build and also the ongoing maintenance
  - It would be impractical and unsafe to ask junior members to make their own way to the site for junior rowing evenings etc.
  - Novice nights attract between 60 and 100 rowers, these rowers would have to drive to the site or park elsewhere and walk along the back of the ABP docks, a potential hazard
  - Seine Boat series races attract over 100 rowers throughout the summer on weekend evenings, this would be another huge increase in traffic to the Polly Steps area at a busy time for public boat launching and recovery
  - The combined membership could be in excess of 800 members plus visitors trying to access the Centre which, due to the remote location, would cause too much increase in traffic for the access way
- Although the site could accommodate the B.O.A.T club it would be prohibitive to the Surf Life Saving club TBSLSC as it is too remote from the beaches. It would also be a large negative for the Teignbridge Canoe Club as it is removed from their popular paddling sites of the seafront and the sand bar and entrance
- The site would make the rowing club remote from the community and distance the club away from the location of many of its privately owned member's boats

- The remote location would reduce the ability of the Centre to act as a focal point for water sports activities
- Events hosted by the RTRC including Seine boat series racing and regattas attract hundreds of people to the town to participate and watch, the remoteness of the site from other businesses, pubs, take away food, restaurants etc. would reduce the economic benefit to the wider business community
- We believe that the services are not present at Polly Steps in terms of sewage, water and power and would therefore cause a large increase in build costs
- There are construction and ongoing maintenance issues with the site being in such close proximity to the railway line. To conform to Network Rails requirements to build and maintain the building could again make the project financially unviable
- The site is made up ground several metres deep which is likely to require expensive foundation design/construction and probable contaminated ground issues
- The remote location means that the site would have to be made more secure with additional lighting and CCTV or similar security, again increasing the construction costs as well as the ongoing costs.
- Potential loss of revenue and the service of winter boat storage as well as high vehicle access raising potential issues with any boats still winterised on the car park
- Reduction in parking spaces for day visitors and day boat launchers to Teignmouth potentially having a negative financial impact on the local business community
- There is already a lot of usage of the slipway for public launching that could cause issues with gig launching
- Currently Gigs are launched by hand, the Polly Steps slipway would require the club to have a vehicle on site to launch safely

#### 9.4 Lower Point location opportunities:

- The rowing club has operated from this area since it was formed, there is a proven ability to launch all club boats relatively easily at all states of the tide
- The rowing club has operated novice and junior rowing in the area for many years with an impeccable safety record, the tidal conditions in the area do not restrict any rowing activities due to the nature of the tidal flow
- The site has been used by the RTRC without any issues for many years, we currently store boats there and also use it as a control base for racing activities, novice and junior rowing
- The RTRC has launched and operated in this area for 20+ years and has never infringed on the operation of the RNLI or caused issues with other water users i.e. the ferry or mooring holders
- The site is easy to access by foot and vehicle and users are able to park some distance away and walk safely to the venue
- The site is close to the “Back Beach Community” and would act as a base and focal point for a wide range of water activities. Encouraging visitors

into the town which increase the community benefits with more customers spending in local businesses

- The location would lend itself to being revenue generating including the potential ability to offer itself for private functions, meetings, training sessions etc. This would aid in the sustainability of the Centre going forward
- During quieter winter months, members would use the local car parks which would lead to an increase in revenue from parking
- The site would include an amount of vehicle parking therefore offsetting any loss of public parking spaces in the lower point car park
- The new Centre would help to regenerate the area and be a smart addition to the local community
- The observation tower inclusion would be a real focal point and attraction for visitors and could be a useful facility for the RNLI and Harbour officers
- The site would be more attractive to the **TBSLSC** and also the **TCC** and other water sports clubs and users for example the local Triathlon club and Open Water Swimmers could be encouraged to use the facilities, showers, toilets etc.
- The Lower Point site is a far safer location to be encouraging youngsters to attend activities both by virtue of its accessibility and also the location for the actual activity
- The location is financially more sustainable and therefore more saleable to funders as a long term proposition. There is potential commercial opportunity in the form of a café / bar function room which would increase the self-sufficiency of the building
- The site has access to services i.e. sewage, water and electricity therefore helping to keep the build costs down
- The additional access road around the proposed building would mean that existing users would be able to access their beach huts etc. easily, therefore minimising disruption
- The ground floor would be used for boat storage and would be flood resilient reducing build costs and panning issues
- Panoramic views of the seafront and the river on the first floor, making the building a great location to control and manage a whole range of water activities, races and regattas for a variety of water users
- There are no proper welfare facilities for visiting yachts so this could be incorporated

#### 9.5 Lower Point location weaknesses:

- There is a potential disruption to other current users and locals including the beach hut owners if not designed in consultation
- The lifeboat slipway must be kept accessible at all times
- The windows in Morgan's Quay would overlook the site
- The access route around the proposed building would have to be kept clear at all times
- There would be a reduction in some car parking spaces
- The building is exposed to the elements and strong sea breezes meaning the building construction would have to be resilient to the weather

## **10.0 Conclusion**

- 10.1 Following an assessment of the two sites considered, it is clear that there are many benefits that can be gained from the implementation of a water sports centre at either location. However, there are constraints and considerations that will need to be investigated further.
- 10.2 The implementation of a water sports centre on the Lower Point car park would provide a central location for the Rowing, Beach Surf Life Savers and Canoe Clubs within Teignmouth. With the back beach in close proximity, there will be enough space for the clubs to provide tuition.
- 10.3 Vehicle and pedestrian access will need to be considered, including servicing access to the rear of the two storey beach huts, although this is not thought to be an issue. As previously mentioned, the design of a new building would need to accommodate flooding resilience due to the prominent seafront location.
- 10.4 Based on estimate costs provided by WT Hills, constructing a water sports centre at the Lower Point site would cost approximately £1,150,000.
- 10.5 A water sports centre within the Polly Steps area could potentially take the activities away from Teignmouth main beach front, with access required to the site through Quay Road to Old Quay Street.
- 10.6 Space for the clubs to set up for tuition etc. is limited. Additionally, there are tidal issues at this section of the river that inexperienced members may not be able to navigate and deal with safely. This will have ongoing effects on the operation of the water sports centre, meaning potentially that they may not be able to operate at peak times of business due to low tide, and difficult access down to the low water level.
- 10.7 There may be issues with rights of way and health and safety for pedestrians along Old Quay Street, with a building in this location.
- 10.8 Based on costs provided by WT Hills, an estimate order of costs for a water sports centre at Polly Steps would cost around £1,030,000

## **11.0 Recommendation**

- 11.1 Based on the appraisal, the logical site for the water sports centre is the Lower Point Car Park. The justification for this option lies in the opportunities to create a fit for purpose premises, potentially self-sustaining and in a prominent location on the Teignmouth Seafront. Moreover, the constraints regarding service space to the two storey beach huts, access for the life boat to launch and tendency to flooding in the area can be easily overcome through thoughtful consultation and design input.
- 11.2 The advice set out in this Feasibility Report is subject to a vast range of requirements which would need to be addressed if a scheme were to be taken

forward at the Lower Point car park. Availability of the site, funding, ground investigations and the securing of all planning permissions would form part of any decision to proceed.

## Appendix A: Proposed Water Sports Centre – Lower Point Car Park, Teignmouth – Opportunities and Constraints.

### Grainge Architects Opportunities – Lower Point Car Park

#### OPPORTUNITIES



Panoramic Sea / Estuary Views



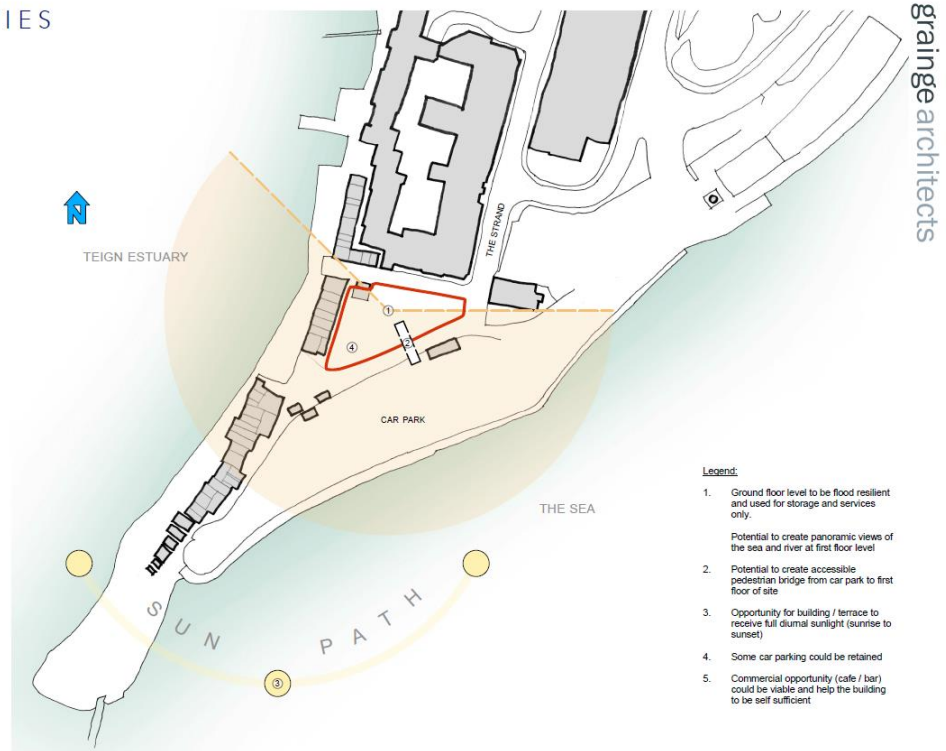
Existing Car Park



Iconic Two Storey Beach Huts



Adjacent Car Park At Higher Level



TEIGNMOUTH WATERSPORTS CENTRE - DEVON

Opportunities Diagram - Scale 1:1000 @ A3

Drawing No: 1221-SK02



## Grainge Architects Constraints – Lower Point Car Park



## Appendix B: Proposed Water Sports Centre - Polly Steps, Teignmouth – Opportunities and Constraints

### **Grainge Architects Opportunities and Constraints – Polly Steps**

