

Argyll and Bute Council
Comhairle Earra Ghaidheal agus Bhoid

Customer Services
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12 December 2011

SUPPLEMENTARY PACK 2

EXECUTIVE – 15 DECEMBER 2011

I enclose herewith item 25 (**HELENSBURGH PIER MASTERPLAN**) which was marked “to follow” on the above agenda.

Douglas Hendry
Executive Director - Customer Services

BUSINESS

25. HELENSBURGH PIER MASTERPLAN

Report by Executive Director – Development and Infrastructure Services (Pages 1 - 32)

EXECUTIVE

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Councillor Vivien Dance
Councillor Robert Macintyre
Councillor Neil Mackay
Councillor Bruce Marshall
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ARGYLL & BUTE COUNCIL**EXECUTIVE COMMITTEE****DEVELOPMENT &
INFRASTRUCTURE SERVICES****15 DECEMBER 2011**

**FORMER HERMITAGE ACADEMY SITE AND HELENSBURGH PIERHEAD MASTER
PLAN REVIEW AND DESIGN/DEVELOPMENT BRIEF**

1. INTRODUCTION

- 1.1 On the 3rd of November 2011 the Executive authorised the Executive Director for Development & Infrastructure to instruct consultants to prepare a revised master plan for two key development sites in Helensburgh in an effort procure a proposed new Leisure Facility and further the development and marketing of the Pierhead and Hermitage Sites. Once finalised this Masterplan will then inform an eventual marketing brief for both of the sites.
- 1.2 This report contains draft Masterplans for both sites (Attached as **Appendix A**) which have been informed by the careful consideration of a number of factors including feedback from focus groups drawn from local residents in the Helensburgh and Lomond area, the requirements for the proposed swimming pool and associated leisure facilities, flood prevention measures on the Pier, an updated Helensburgh Retail Study, the current proposal by Dunbritton Housing Association and recognition of the changed residential and commercial property market.
- 1.3 The Executive is asked to approve the two Masterplans for a period of public consultation commencing on the 16th of December 2011 and ending on the 18th of January 2012.

2. RECOMMENDATIONS

- 2.1 That the Executive approve the draft Masterplans containing different development options for both the former Hermitage and Pierhead sites as attached as **Appendix A** of this report for a period of public consultation commencing on the 16th of December 2011.

3.0 BACKGROUND

- 3.1 The background to the need for the Masterplans was set out in the report approved by the Executive on the 3rd of November 2011 Agenda item 17. The content of the Masterplans have both been further informed by careful consideration of the future deliverability of the proposals in light of current economic circumstances, discussions with Dunbritton Housing Association and the careful consideration of the considered

views of focus groups held on the 23rd of November and 7th of December 2011. Reports on the findings of both focus groups have been made available on the Council's website for consideration of Elected Members and the wider general public.

3.2 The Masterplans contain both written text and illustrative sketches/plans that comply with the approved protocol for the production of Masterplans in Argyll and Bute. It should be noted that Masterplans are indicative and not prescriptive allowing them to be flexible enough to meet changing needs for the 21st century in accordance with PAN 83. The principle elements of each of the Masterplans are as follows:-

3.3 Former Hermitage Academy Site

- Retained as a housing site with a layout that includes provision for a new access and associated link road, allocated land for the Dunbritton Housing Association proposed development and allocated space for 115 mainstream houses.
- Retained primarily as housing site with the option shown to site the swimming pool/leisure facility with allocated space for Dunbritton Housing Association proposed development and allocated space for 79 mainstream houses.

3.4 Helensburgh Pierhead

- Amended Masterplan that includes a new leisure facility and a total of 66,000sqft flexible retail space with the layout capable of accommodating a large food retail unit (54,000 sqft) alongside smaller shops. Between 16 and 30 residential units are proposed above the retail. Sufficient parking for these building uses is accommodated on site, but general town parking is to be relocated elsewhere. Public access to the Pier is maintained with a new open space formed in front of the leisure building, and a continuous walkway around the edge of the site.
- Amended masterplan that includes a total of 78,000 sqft flexible retail space with the layout capable of accommodating a large food retail unit (54,000 sqft) alongside smaller shops. Residential units, are proposed as with the previous option, with an increased provision of public realm along West Clyde Street. Sufficient parking for these building uses is accommodated on site, but general town parking is to be relocated elsewhere. Public access to the Pier is maintained with a new open space formed in front of the leisure building, and a continuous walkway around the edge of the site

4.0 PLANNING CONTEXT

4.1 Both sites are currently zoned in the existing Argyll and Bute Development Plan. The former Hermitage site is included as Housing Allocation 3/1 that has an identified capacity of 160 units which forms part of the effective housing supply for the Helensburgh and Lomond area. The site also has the benefit of planning consent for 166 housing units that was granted in 28th July 2008 and the former Hermitage Academy building that occupied the site in the process of being demolished. The Masterplan as currently proposed will not alter this zoning albeit a portion of the site could potentially be reserved for the siting of the pool/leisure facility that will reduce the number of houses that could be provided on the site.

- 4.2 The Helensburgh Pierhead site is currently zoned in the existing Development Plan as town centre. The site also has the benefit of an existing Masterplan that was approved in August 2009 by the Council in an effort to attract private sector investment to facilitate the regeneration of the town; recognising that the Pierhead site is the most significant development site within Helensburgh Town Centre. The Masterplan as currently proposed will amend the content of the existing Masterplan with a renewed emphasis on deliverability in challenging economic times. Following approval by the Executive for public consultation the proposed Masterplan will become a material consideration in terms of planning albeit of limited weight until finalisation in February 2012.

5.0 PUBLIC CONSULTATION

- 5.1 Following approval by the Executive the consultation period for both Masterplans will commence on the 16th of December 2011 and continue until the 18th of January 2012 (28 days; excluding 4 days for public holidays). The period of public engagement will be advertised in the Helensburgh Advertiser and on the Council's web site. Paper copies of the Masterplans will be deposited in Council Offices in Helensburgh and Lomond area and the Helensburgh Library. A copy of the draft Masterplans will also be placed on the Council's web site. Opinions on the content of the draft Masterplans will be sought primarily through an electronic response form that can be filled in on line or downloaded and e mailed to a dedicated e mail address.
- 5.2 Two open days will be held on the 13th (1 pm until 8 pm) and 14th (10am until 3 pm) of January 2012 in the Victoria Halls, Helensburgh to allow people to examine the proposed Masterplan and ask questions. During these days times will also be allocated for specific groups (i.e. business community, community groups, young people etc.) to attend for presentations on the content of the Masterplans in order to reach a wider audience and seek views. These meetings will be facilitated by consultants and council officers.
- 5.3 It is recognised that the public consultation exercise required to update the Masterplans will provoke a lot of interest and comment. This "engagement" exercise will require to be well executed and it is also recognised that it will present some difficult choices to the people of Helensburgh & Lomond including not least the timing of construction and the location of the new Leisure Facility and the associated closure of the existing pool.

6.0 CONCLUSION

- 6.1 Following approval by the Executive in November consultants have now completed work on draft Masterplans for two key sites within Helensburgh, namely the site of the former Hermitage Academy and the Helensburgh Pierhead. These Masterplans have been prepared following careful consideration of a range of issues, including taking account of the views of two focus groups meetings and the deliverability of a new pool/leisure facility, abnormal costs associated with the sites, public realm improvements and the reality of delivering residential/commercial development in challenging economic times. The Executive is now asked to approve the Masterplans for a period of public engagement to allow local people to provide comments on their content. Comments received will be analysed and reported back to the Executive in February together with Finalised Masterplans for approval.

8.0 IMPLICATIONS

Policy	– As per content
Financial	– As per content
Personnel	– As per content
Equalities Impact Assessment	–None anticipated
Legal	– As per content

Sandy Mactaggart

Executive Director
Development & Infrastructure
2 December 2011

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**Helensburgh Pierhead
Masterplan Addendum 2011**

Gareth Hoskins Architects



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This document is an addendum to the Pierhead Masterplan by Turley Associates which was approved as supplementary planning guidance in 2009.

The purpose of this updated masterplan is:

- 1 To put an emphasis on deliverability in the current economic climate
- 2 To take into consideration information from studies carried out since 2009

The 2009 Masterplan included a large number of residential units in line with assessed demand and anticipated sales value at that time. More recent studies by Graham and Sibbald (Dec 2009) and an updated Retail Study by Colliers (October 2011) have shown that whilst there has been a downturn in the residential market, the demand and capacity for retail in the town has remained. As part of this process to update the masterplan, a research carried out into the requirements of key food retail operators in order to produce a realistic and robust masterplan informed by current market demand.

Since 2009 the following studies and projects have also been carried out:

- 1 Outline Business case for Swimming Pool and Leisure Facility 2009
- 2 Outline design (RIBA stage C) for the Swimming Pool and Leisure Facility 2010
- 3 Assessment of flood risk and sea defences 2008 & 2011
- 4 CHORD project town centre improvements (on site 2012:2013)
- 5 Town parking, park & ride & coach parking study (Dec 2011 - ongoing)

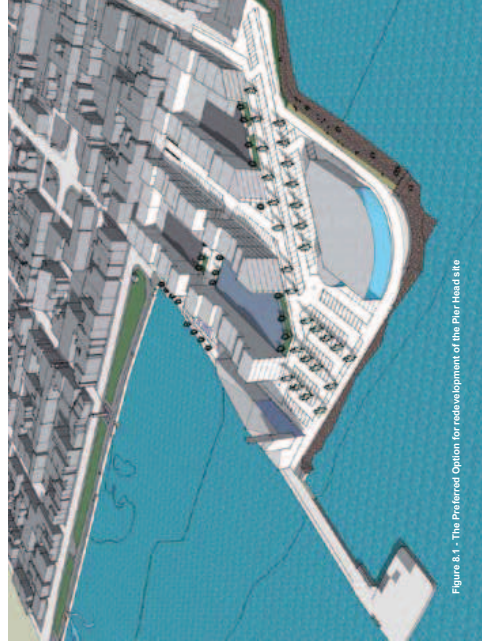
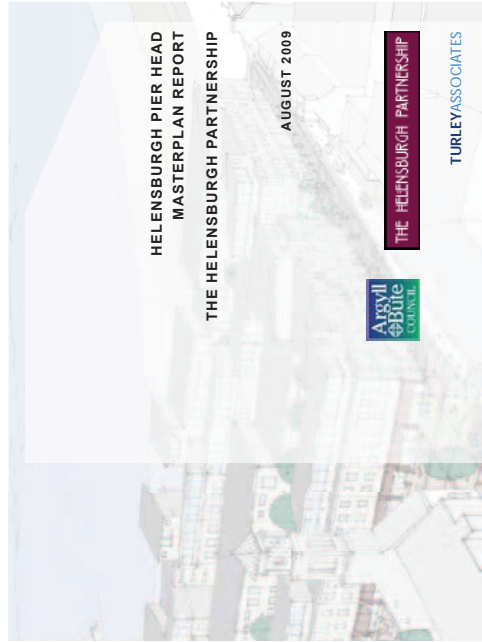
The current proposals have taken into consideration feedback from a two community focus groups (Nov/Dec 2011) with the consultation process planned to be ongoing through Dec 2011 and Jan 2012.

It should be emphasized that this document should be read in conjunction with the 2009 Masterplan Document which contains essential background information, site analysis, and reports on stakeholder & community consultation. The 2009 Masterplan identified the Pierhead as the key development site in the town and the aspirations set out in the Masterplan for high quality design and placemaking remain key to the success of the development and regeneration of the town as a whole.



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Proposals from 2009 Masterplan



Key Principles of the approved Masterplan (2009)

Mixed use development :

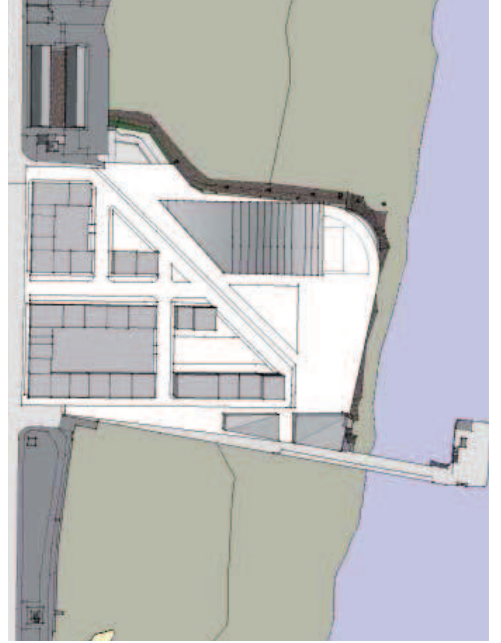
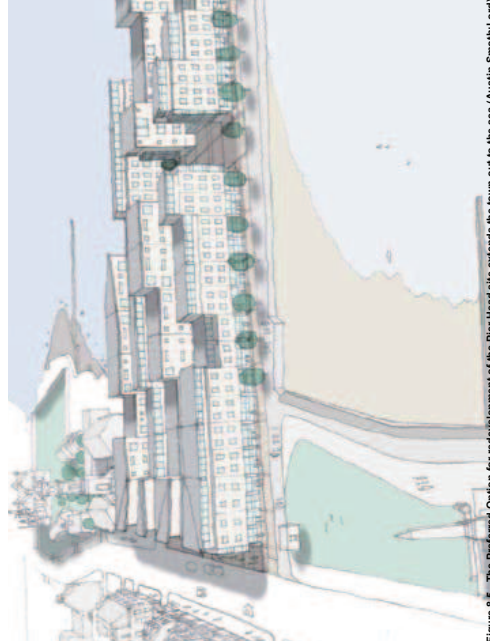
- 3Rs Recreation; Residential and Retail
- Public realm allowing access to the waterfront and Pier
- Single retail operator not appropriate
- Pierhead identified as preferred site for a replacement swimming pool

Excellence in Design

- very prominent waterfront site at town centre
- key to regeneration and attracting tourism to the town

Flexibility

- to allow for changing demands and requirements
- Sketches and plans show examples of how the site may be developed to help explain the principles, but should allow for a degree of flexibility.



Other recommendations of the approved Masterplan (2009)

Local Plan : Town Centre Designation

- any development should be considered as an extension of the town centre

Parking

- Parking provision should be made on the Pierhead for the proposed uses on the site
- general town parking commuter parking and coach parking should be located elsewhere in the town

NB . The relocation of parking is being addressed by a separate study and is not part of this Masterplan Addendum

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Current Site Uses

Little has changed on the Pierhead since 2009 with the majority site occupied by an expanse of surface car and coach parking alongside the swimming pool, skate park and amusement park. The former public house in the north east corner has been burnt down and the site sold. The Amusement Park is leased on an annual basis. Although the former Manners public house site (outlined in yellow) is not currently within Council ownership it is considered part of the Pierhead and is included in the overall masterplan. Consideration has been given to how the Pierhead could be developed excluding this relatively small site.

Condition of Existing Pool Building

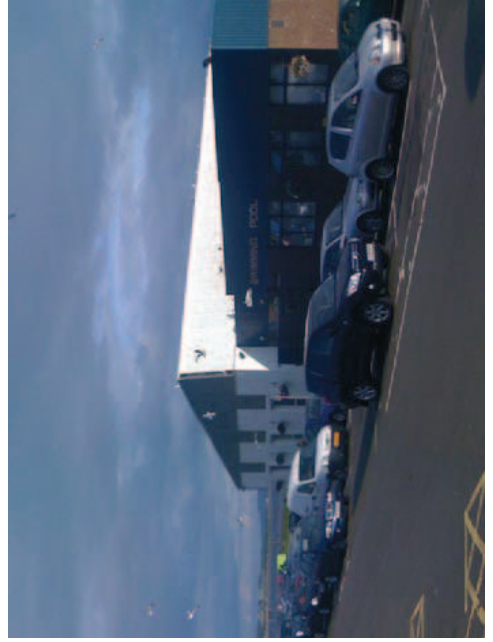
In 2008 a number of specialist surveys were carried out which identified significant problems with the existing building including degradation of major structural elements and air handling plant and as a result the building was judged to all purposes life expired.

Essential repairs were carried out in 2010 to allow the building to remain operational for an estimated 7 years with the aim of providing a new replacement building within this extended lifespan.

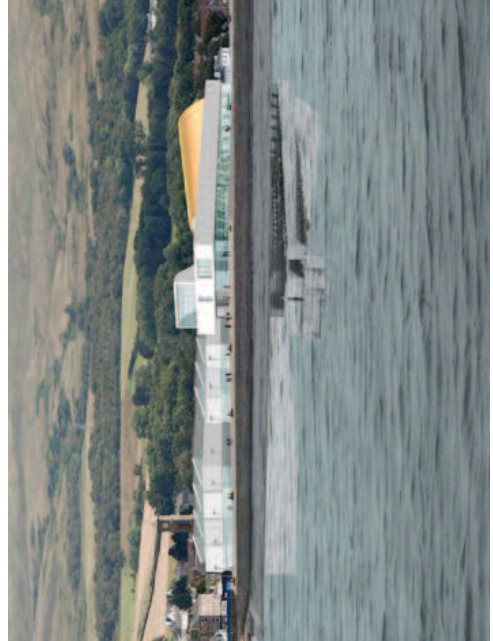
Flood Risk Assessment

Preliminary ground investigations were carried out in 2010 and flood risk assessments carried out in 2008 and 2011. Following the recommendation of these reports the following work has been recommended as necessary to alleviate flood risk:

- raising the whole site by an average of 1.5m
- replacing failed Reno matting on east side of the site with rock armour



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Helensburgh CHORD Project

Improvements to the West Esplanade and the town centre are to be implemented in 2012 and include re-landscaping Colquhoun Square and improving the connection between the square and the waterfront.

Repair of the existing public toilets at the start of the pier is to be included in the CHORD project to allow them to remain in use. The toilet building blocks at the start of the pier and is unsightly, so it is assumed that it would be removed as part of the wider Pierhead site development and public toilets relocated elsewhere on the site.

Outline Design of new pool building (RIBA stage C)

An Outline business case carried out in 2008 identified the Pierhead as the preferred location for a replacement pool building. The report also identified a preferred option to accommodate a wider range of facilities in the building to create a community hub.

In 2010 it was determined that the pool design should be developed to improve the certainty of the assumptions regarding the project and to facilitate the next stage of procurement, whether taken forward as a traditionally funded project led by the Council or as a joint venture developer led project as part of a wider pier development. Gareth Hoskins Architects were commissioned to carry out an outline design for the building to RIBA stage C. The main implications for the masterplanning of the Pierhead site as a whole are as follows:

- the footprint of the building is significantly larger than shown in the 2009 masterplan
- the requirement for 100 parking spaces was identified

2. Update on Current Situation

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Retail Study Update

The key findings of the Colliers 2011 study relevant to the masterplanning of the Pierhead are as follows:

- there is capacity in the town for an area of 2,150 sqm (23,150 sqft) net of new convenience retail space
- there is capacity in the town for an area of 5,130 sqm net (55,200 sqft) of new comparison retail space
- opportunities for modern retail space in the town centre are limited and the Pierhead remains the major development site
- currently there is 50% leakage to surrounding towns for convenience shopping
- currently there is 76% leakage to surrounding towns for comparison shopping

convenience
2,150 sqm
23,150 sqft

comparison
5,130 sqm
55,200 sqft



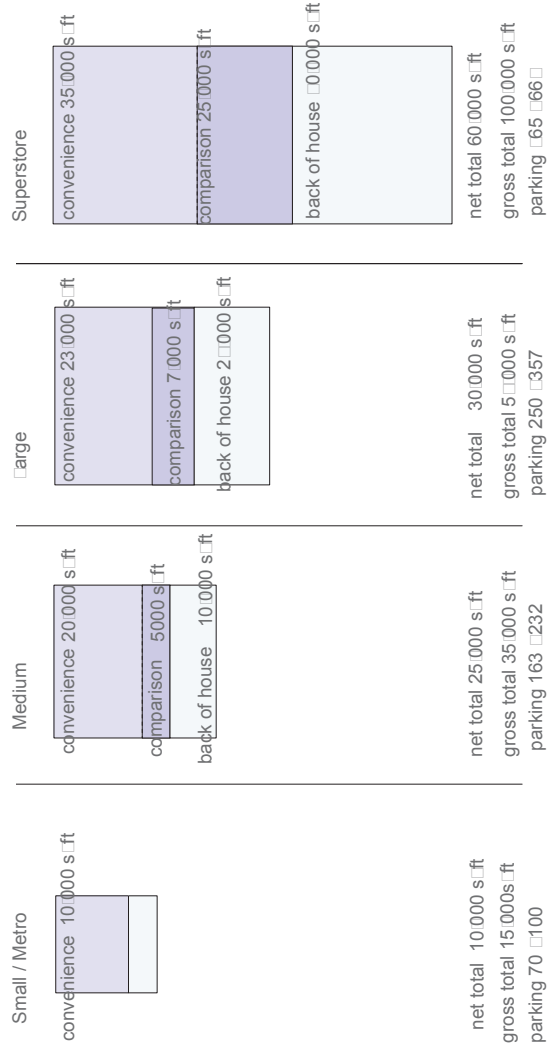
Argyll & Bute Council
HELENSBURGH RETAIL STUDY UPDATE
OCTOBER 2011

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Food Retail Research

In November 2011 A Grimley researched the requirements of food retailers in terms of sales area (convenience & comparison) back of house, parking numbers, loading bay, petrol station, and floor to ceiling height.

- The large (54,000 sqft) store is the maximum size which fits with the capacity for additional convenience retail space as determined by the retail study
- Most operators would prefer to have petrol filling station adjacent the store but a remote location elsewhere in the town would also be acceptable
- parking requirements are shown as the range from 1 space per 20 sqm gross to 1 space per 1 sqm gross
- 1 space per 20 sqm gross is the Council's maximum ratio for shops in 1 is the maximum ratio for bulk retailers
- most operators would consider a store integrated within a mixed use development including other retail and residential



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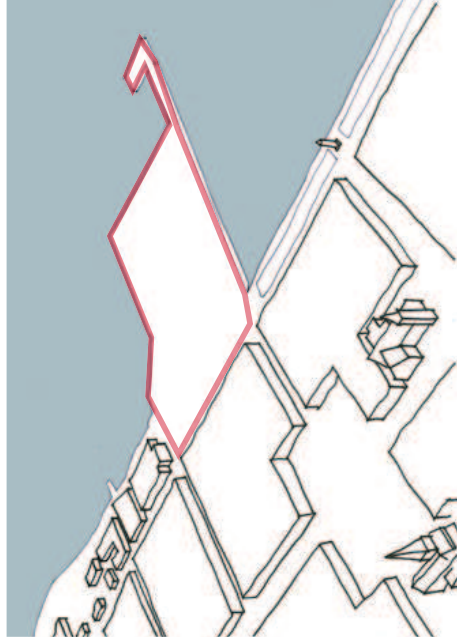
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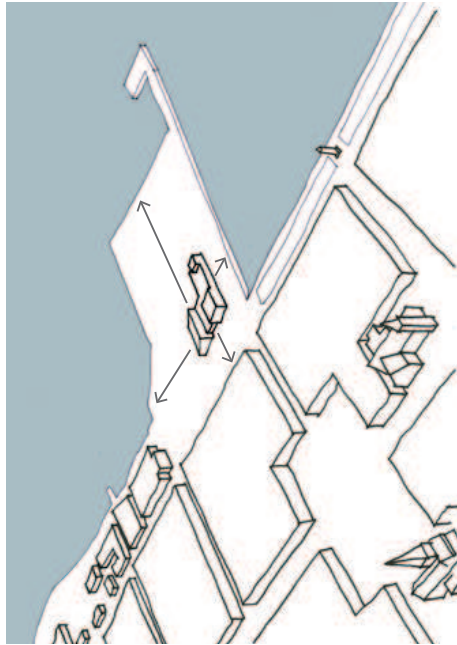
3. Proposals

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1. extent of cleared site

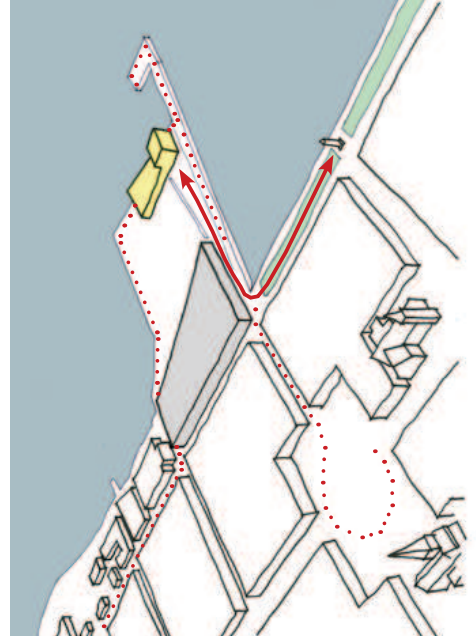


- EXISTING**
- lack of clarity with regard to urban function of current swimming pool
 - ambiguity of relationship to street water and pier
 - underexploited quality of urban space

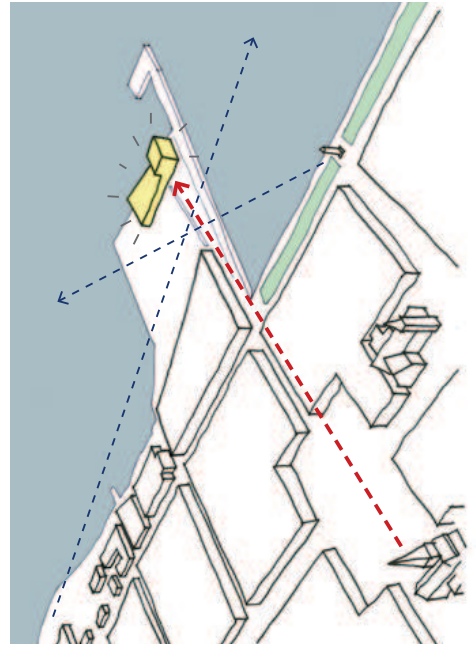


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- public space extended from CHORD onto pierhead
- continuity / sequence of urban public spaces reinforced as part of interconnected pedestrian routes

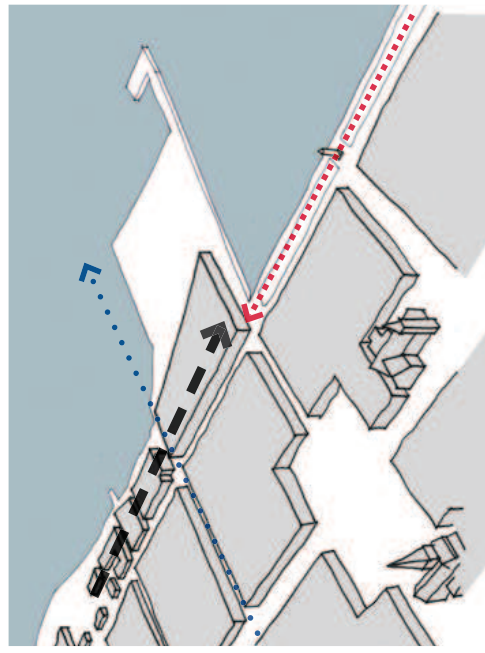


- 3
- free standing object: public building (leisure / recreation facility) to engage with water
 - important axis reinforced
 - visual separation between object building and townscape: development reinforced



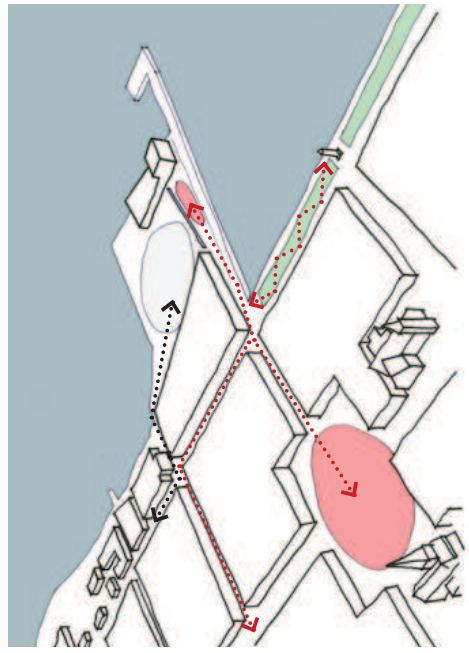
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Principles of development configuration



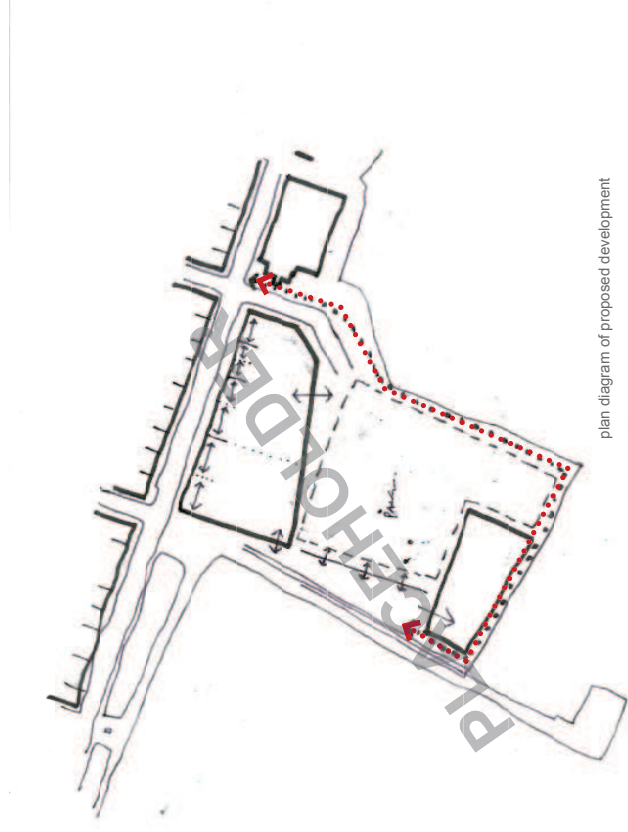
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- extend waterside townscape formation
- existing view corridor maintained
- CHORD development concluded



5

- landscape design developed to clarify distinction between carpark, back and public space front
- new public space integrated into wider urban setting
- new public space integrated into wider urban setting



plan diagram of proposed development

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3. Proposals

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Preferred approach

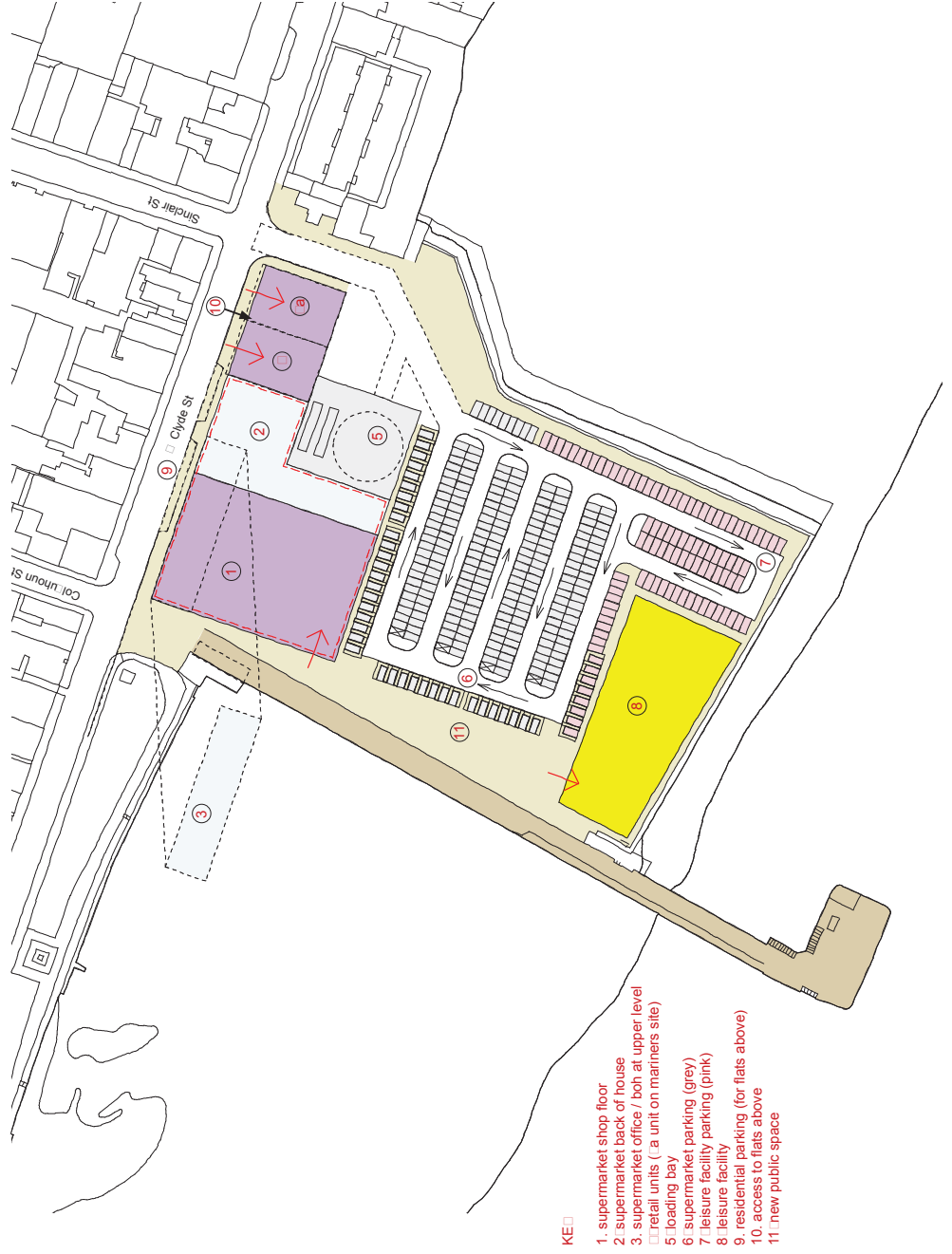
Supermarket / Retail / Residential:

These components of the development should constitute the streetfront element reinforcing both the street quality and scale of West Clyde Street and affording a meaningful opportunity to conclude the CHORD development of the esplanade at the point of access onto the pier.

- A 5000sqm gross (nominally 2800sqm net) supermarket will occupy most of this block with a primary entrance facing west onto the new public space. Deliveries are made to a dedicated loading bay at the rear. It is noted that a petrol filling station is not considered appropriate for the pierhead site.
- Two 550sqm retail units on West Clyde Street are proposed offering flexibility with respect to further subdivision, and contributing valuable activity and diversity of tenancy to the street.
- A minimum of 16 flats over two levels are proposed above the retail units and back of house accommodation with access and parking from West Clyde Street.
- 250 dedicated carparking spaces are proposed for the supermarket development

Leisure Facility:

- The proposed Leisure Facility is the subject of a separate Stage C report.
- 100 parking spaces are proposed for the leisure facility



- KE
1. supermarket shop floor
 2. supermarket back of house
 3. supermarket office / boh at upper level
 4. retail units (ca unit on mariners site)
 5. loading bay
 6. supermarket parking (grey)
 7. leisure facility parking (pink)
 8. leisure facility
 9. residential parking (for flats above)
 10. access to flats above
 11. new public space

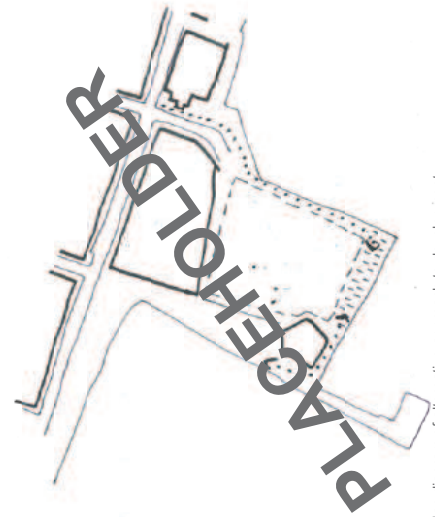
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Alternative approach

Whilst there is a strong preference to locate a new leisure facility on the pierhead site, an alternative approach which is nevertheless consistent with the key aspects of the preceding urban analysis could be supported.

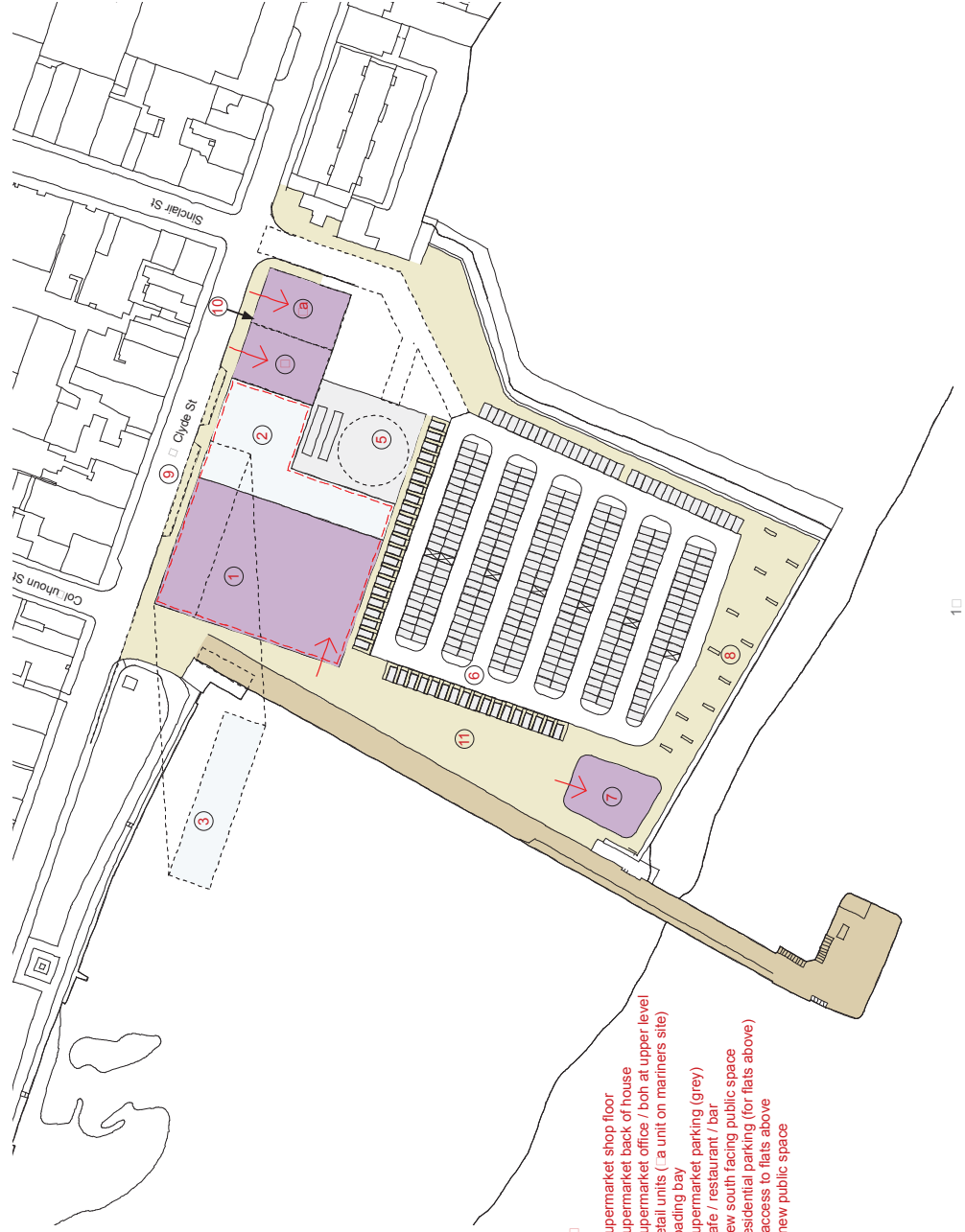
In lieu of a public leisure facility, a cafe / restaurant / bar could offer some of the recreational amenity so essential to safeguarding the viability of the pierhead as a well-used part of Helensburgh's public realm. It would be essential that such a development is reinforced by a high quality treatment to the public realm on the southern edge of the site, the image of the pierhead as a place of public recreational amenity rather than a retail carpark must be safeguarded.

Such an approach could afford 357 parking spaces to the supermarket development.



KE

1. supermarket shop floor
2. supermarket back of house
3. supermarket office / boh at upper level
4. retail units (a unit on mariners site)
5. loading bay
6. supermarket parking (grey)
7. cafe / restaurant / bar
8. new south facing public space
9. residential parking (for flats above)
10. access to flats above
11. new public space



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Massing / Modelling

The treatment of the West Clyde Street massing and elevations must recognise the prevailing pattern of plot sizes in the town, and mixed tenancy active frontages. Varied skyline and multiple entrances will contribute to the success of development in this regard.

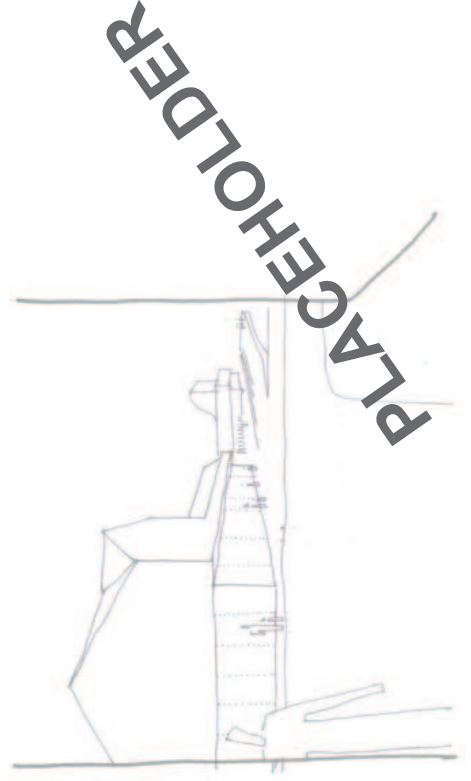
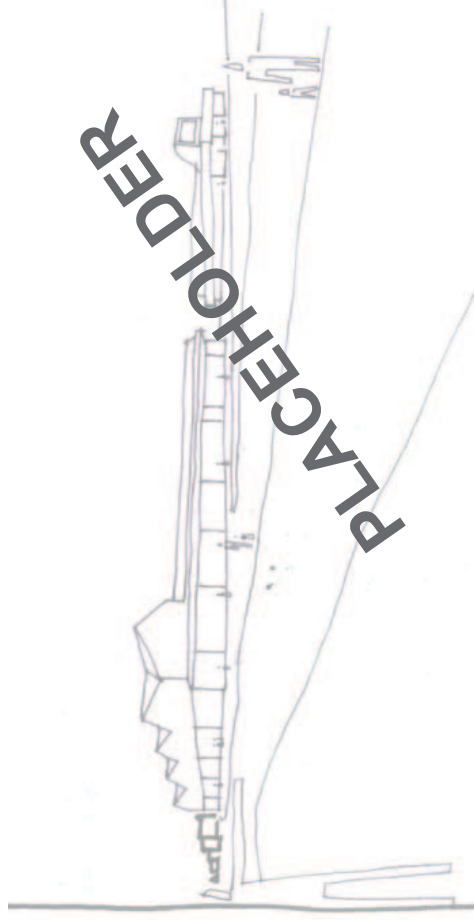
The treatment of the upper level residential and staff/office accommodation offers a key opportunity to avoid the appearance of a supermarket shed and to integrate the development with the prevailing patterns of adjacent buildings.

The treatment of back of house accommodation facing West Clyde Street will be essential to the success of the streetscape and opportunities to locate areas of unobscured glazing should be embraced.

The supermarket retail floor must present an active frontage to West Clyde Street (ie unobscured glazing as a minimum but preferably with an entrance or access to cafe facility)

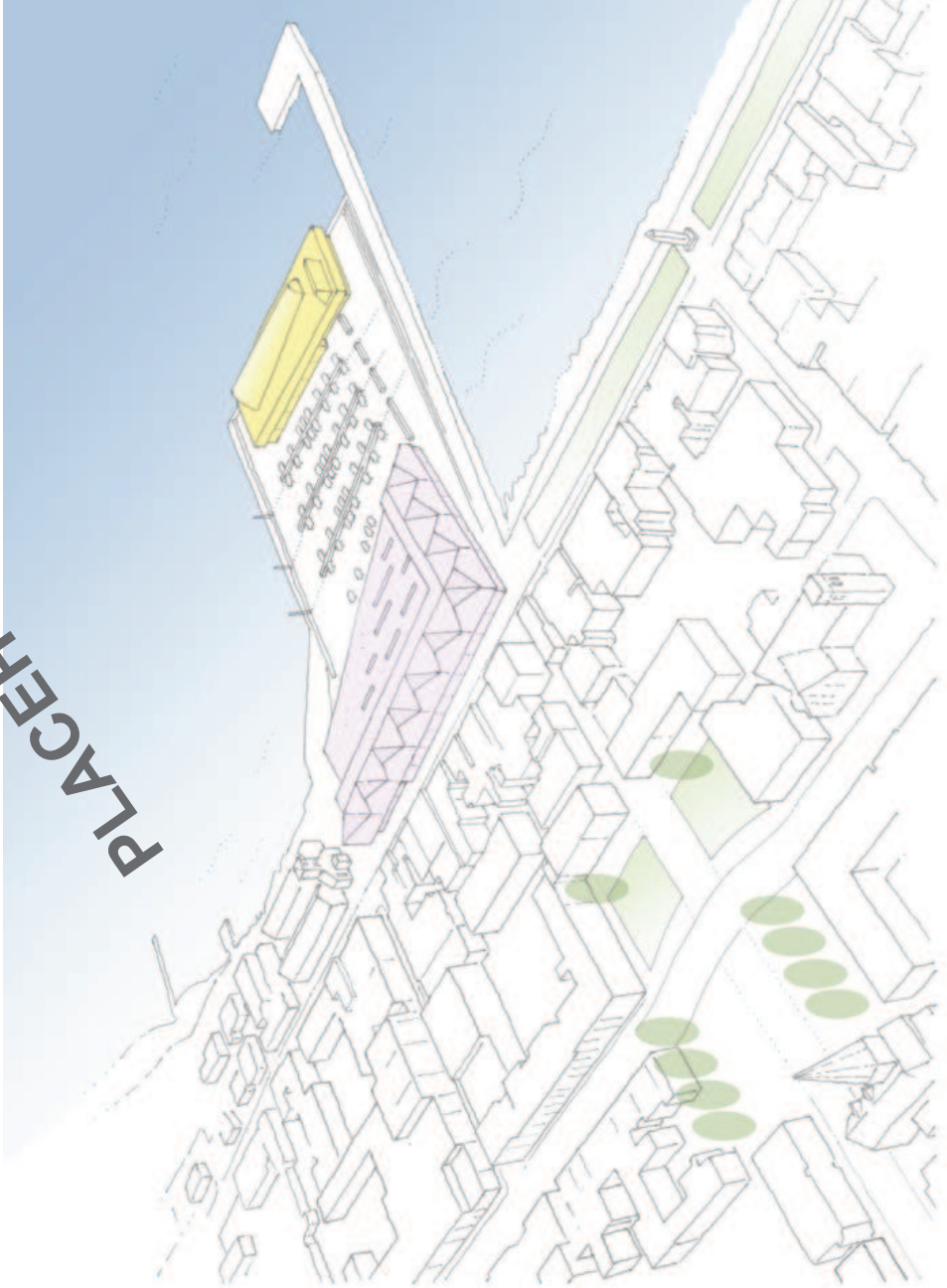
Design decisions with respect to overall massing/modelling strategy should reflect a response to a series of urban hierarchies - the street, the esplanade, the new public space, the water.

The design of the proposed Leisure Facility is the subject of a separate Stage C report. Its treatment will recognise that it terminates the north south axis from Coluhoun Street, activates the new public space on the pierhead site, shelters that public space and draws public activity to this end of the site.



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PLACEHOLDER



Summary of urban aspirations

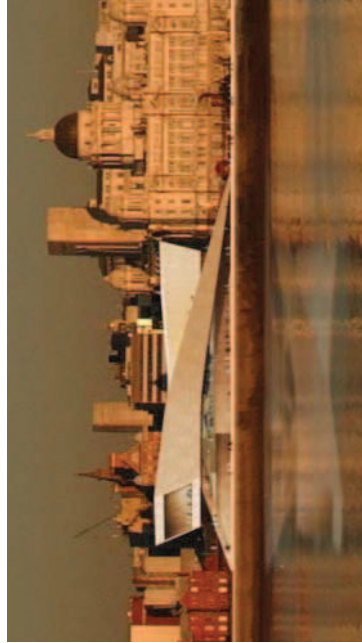
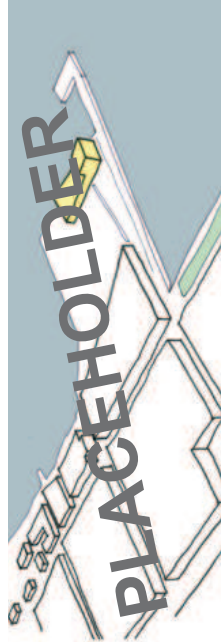
Development of the pierhead site must recognise its unique importance to the urban experience of Helensburgh. It belongs both to the street and to the water, and development must address these conditions appropriately.

- A new, high quality public space, activated by new leisure / recreational facilities and connected to the redeveloped esplanade, will be formed.
- Car parking will be consolidated between the mixed use building on West Clyde Street and the new leisure facility, and will be clearly distinguished from the pedestrian public realm.
- A pedestrian route around the pierhead will be enriched, punctuated and reinforced by the new public spaces and facilities.
- The treatment of ground level shop fronts and glazing will ensure an active street level is established.
- The treatment of upper level housing and supermarket back of house accommodation will ensure that the scale, massing and urban grain of the existing West Clyde Street is respected.
- In contrast to the mixed use building facing West Clyde Street, a new leisure facility will act as a distinctive object building, defining a new public realm and addressing long views and axes from the town and the wider Clyde estuary. It will be a uniquely visible contribution to Helensburgh's built environment, occupying a site of tremendous significance both to the town and the wider estuary.
- Visual permeability of the site, between the mixed use building and the leisure facility, will reinforce both the autonomy of the leisure facility and the integration of the mixed use building with the town.
- Both the options shown take into consideration the main design issues in the reporter's findings from the public inquiry into the supermarket application which was rejected in 2001.

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Examples and Precedents

Key landmark building on waterfront acting as focus and destination, distinct from background urban fabric of the town



High quality car park in terms of paving, street lighting, markings etc screened by low walls and/or planting appropriate to location. Separate and distinct from public space along pier

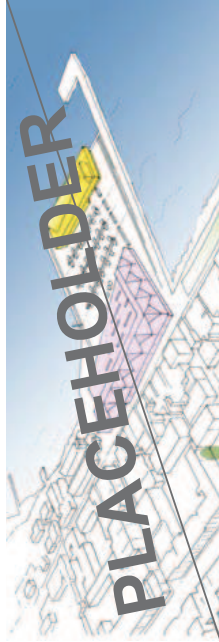


High quality landscaping to public realm, appropriate to waterfront setting



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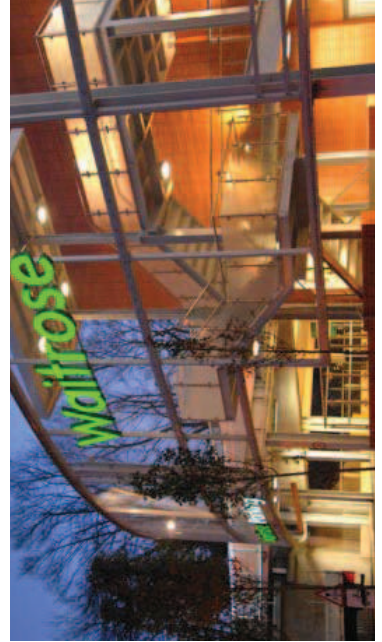
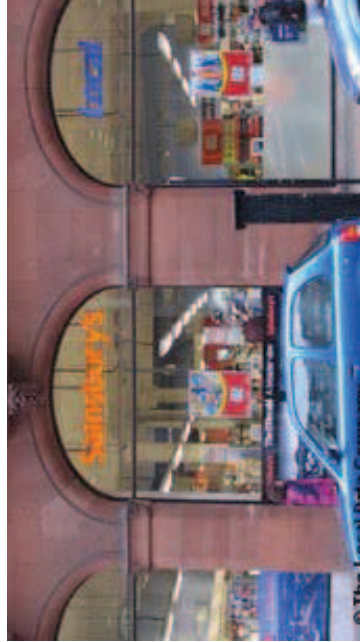
Supermarket integrated in mixed use development with a strong street presence



Housing integrated in mixed use development with a scale appropriate to West Clyde Street and responding to waterfront location



Building uses and design responding to waterfront location and contributing to Pierhead as a destination



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To be completed after review / feedback process

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Former Hermitage Academy Site
Revised Masterplan 2011

□ areth Hoskins Architects

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