Scottish Borders Council
Supplementary Guidance on

Harbour Road, Eyemouth
Development Framework

April 2014

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<u>Appendices</u>

Appendix 1: Eyemouth Harbourside Study (Bain Swan Architects 2012)

Appendix 2: Consolidated Local Plan Policies

Front cover image courtesy of Lawson Wood (www.lawsonwood.com)

1. Introduction

1.1 This Development Framework is designed to guide future redevelopment of the area between Harbour Road, Church Street and Manse Road (the harbourside). The site is contained within the development boundary of Eyemouth.

1.2 The current industrial uses in the harbourside for the fish processing industry are vitally important to the economy of Eyemouth but they are limited by the lack of space in the area which hampers their ability to operate efficiently and to expand. The businesses are now less reliant on the harbour catch and it is therefore thought they could operate more efficiently elsewhere in Eyemouth.

1.3 As a result there is opportunity to explore the possibility of redeveloping the space that they leave behind. It is thought an overall aim would be to create a place which can help achieve sustainable economic growth in Eyemouth, be welcoming and pleasant for visitors and residents alike, and restore the sense of identity that the harbourside area of Eyemouth used to have.

1.4 The Development Framework therefore seeks to explore the options for redevelopment of the site by analysing the context and constraints of the harbourside area, the urban design principles and usages that could help form a coherent proposal to achieve the overall aim.

1.5 It is important to note that there are a number of other factors such as funding applications, land ownership and assembly, and economic factors, which will be integral to the success of any regeneration proposal. The nature of these factors is that they can take a long time to achieve and as a result this Development Framework is a long term vision.

1.6 However, it is hoped that a combined action can be established behind a common goal of regeneration of the harbourside area and that buy-in will bring benefits to all concerned but most critically to the residents of Eyemouth. The Development Framework is therefore one step towards this common goal.

1.7 The Development Framework is to be Supplementary Guidance as a part of the Local Development Plan (LDP), once the LDP has been adopted. Until this time it will be used as Supplementary Planning Guidance in the determination of planning applications as a part of the existing Local Plan.

2. Structure of the Development Framework

2.1 The structure of the Development Framework is as follows:

- A short analysis of the features of Eyemouth and the harbourside area

- A summary of the relevant policy direction from strategic national and south-east Scotland documents, as well as the Consolidated Local Plan and Proposed Local Development Plan

- Consideration of the harbourside, in terms of the built/physical environment and the current operations

- Urban design principles that can be applied to the site

- Consideration of potential usages

- An example of a redevelopment scenario that could result

- Summary of existing consultation carried out

- Conclusions and Next Steps

3. Site Context and Description

Eyemouth

3.1 Eyemouth is a town of 3479 people (2001 Census) located in the eastern Borders. The town is intrinsically linked to the coast, which provides a scenic backdrop and is designated as a Special Landscape Area. Eyemouth is also located adjacent to the A1 and as a result the town has excellent transport links which help economic output, through being able to efficiently transport goods. However, this also allows significant leakage of consumer spend to Berwick and Edinburgh.

3.2 The central core of the town is designated as an outstanding Conservation Area and the harbour and coastal setting are essential to this, as they have dictated how the settlement has grown; however there are other elements such as traditional architecture which also contribute to Eyemouth's character.

3.3 The wider context of Eyemouth town centre and the Gunsgreenhill area are also important considerations in considering regeneration of the harbourside area. Figure 1 shows the wider context: to the north east is Gunsgreen House, a distinguished A-listed building which is a excellent example of the success investment in Eyemouth can bring; to the immediate south are two car parks, one is associated directly with Gunsgreen House but the other has potential to be better utilised to assist with movement in Eyemouth; directly to the west, there is a jetty which links Gunsgreenhill to the harbourside (and the rest of the town centre), again this has potential to be better used.

3.4 To the north of the harbourside area (past the current EISCA building) the frontage on to the water continues and there are opportunities for redevelopment evident (for example the Whale Hotel). In addition there are links from the road into the town centre. The main shopping frontage curves round Church Street and Market Place but there are more dispersed retail units "hidden" away in Chapel Street, Queen Street and St Ella's Place. All of these areas are a walk away from the harbourside but they may also be served by the car park currently on the southern part of the harbourside site. All of this area is located within the town centre boundary of Eyemouth.

Harbourside Area

3.5 The harbourside is about 1.4ha in area and is also shown on Figure 1. It is bounded by Harbour Road, Church Street and Manse Road, but critically also extends to the waterfront. The area is not designated within the Consolidated Local Plan for any particular purpose but it is within the settlement boundary and the town centre boundary. In the Proposed Local Development Plan, the harbourside area is identified as a key regeneration opportunity

3.6 Harbour Road is a street that provides variety when it is walked along, with the water, the views to Gunsgreen House, and the working harbour providing interest. The street is critical to the relationship between the water and the harbourside.

3.7 The harbourside area also has a considerable history which is shown in its Conservation Area status. To add to this there are also a number of listed buildings, and these help show the previous character of the area that existed before the development of the industrial premises, in total there are 6 Listed Buildings on the site (one A-listed and 5 B-listed) and a further 5 Listed Buildings immediately adjacent (3 B-listed and 2 C-listed).
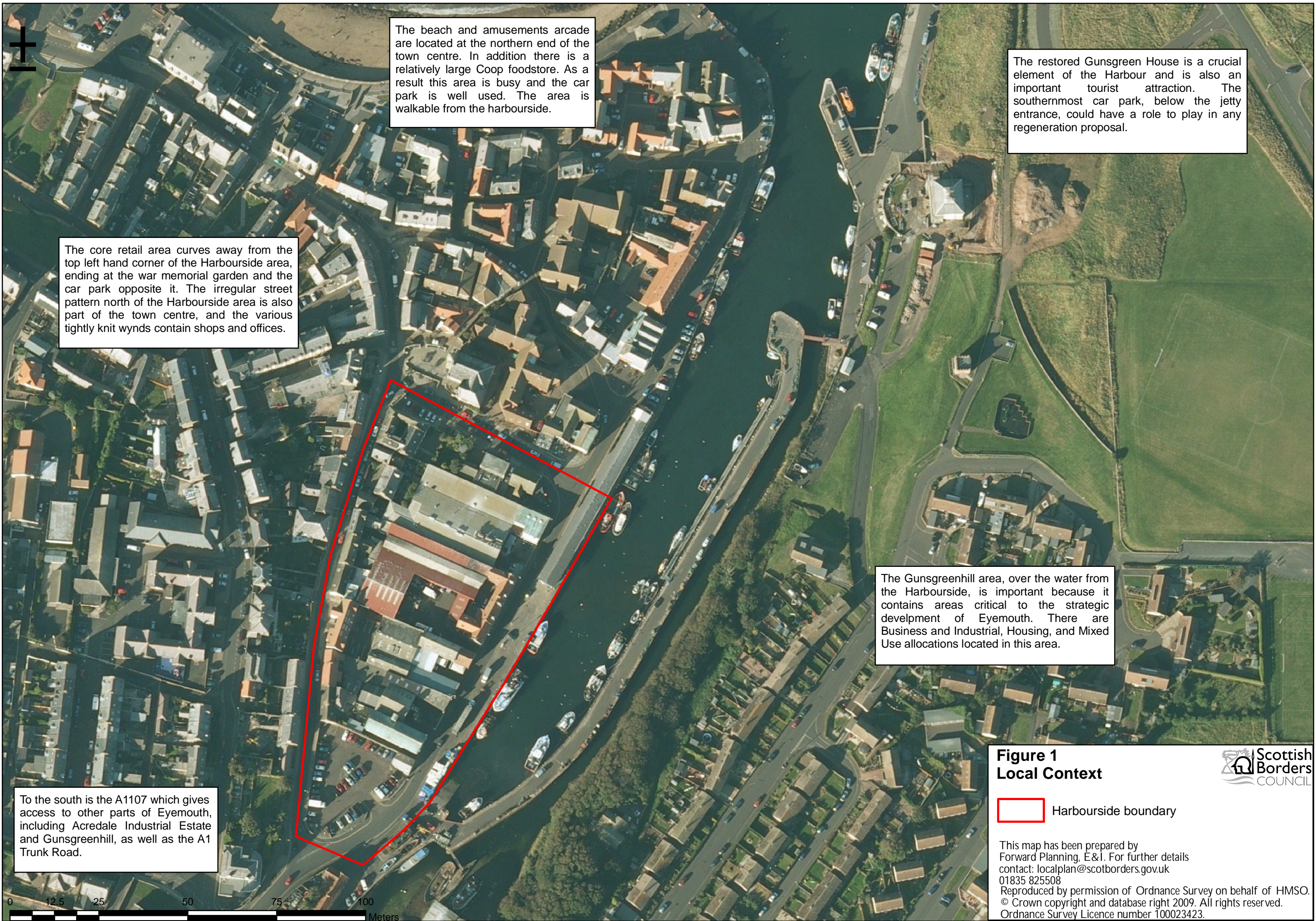
The beach and amusements arcade are located at the northern end of the town centre. In addition there is a relatively large Coop foodstore. As a result this area is busy and the car park is well used. The area is walkable from the harbourside.

The restored Gunsgreen House is a crucial element of the Harbour and is also an important tourist attraction. The southernmost car park, below the jetty entrance, could have a role to play in any regeneration proposal.

The core retail area curves away from the top left hand corner of the Harbourside area, ending at the war memorial garden and the car park opposite it. The irregular street pattern north of the Harbourside area is also part of the town centre, and the various tightly knit wynds contain shops and offices.

The Gunsgreenhill area, over the water from the Harbourside, is important because it contains areas critical to the strategic develpment of Eyemouth. There are Business and Industrial, Housing, and Mixed Use allocations located in this area.

To the south is the A1107 which gives access to other parts of Eyemouth, including Acredale Industrial Estate and Gunsgreenhill, as well as the A1 Trunk Road.

Figure 1
Local Context

Scottish Borders COUNCIL

Harbourside boundary

0   12.5   25   50   75   100
Meters

4. Policy Context

Scottish Planning Policy

4.1 The Scottish Government produced Scottish Planning Policy (2010) (SPP) and the document sets out the national planning policy context in a number of areas including, sustainable development, economic development and town centres.

4.2 The SPP supports sustainable development and states that decisions on location of new development should promote regeneration and the re-use of previously developed land. On economic development it is stated that the planning system should support economic development by promoting development in sustainable locations particularly in terms of accessibility; promoting regeneration and the full and appropriate use of land, buildings and infrastructure; and supporting development which will provide new employment opportunities and enhance local competitiveness.

4.3 On town centres the SPP asserts that a diverse mix of uses and attributes, including a high level of accessibility, should be provided. The contribution of these uses to the qualities of the character and identity which create a sense of place and further the well-being of communities should be taken into account. In addition SPP mentions that planning authorities should be responsive to the needs of town centre uses, identifying suitable and viable sites in terms of size, location and availability and that there should be assessment of how centres can accommodate development and relevant opportunities.

SESplan

4.4 SESplan is the Strategic Development Plan for south-east Scotland, including the Borders, and it provides the strategic direction for regional land use policy for the period to 2032. The SESplan identifies a number of Strategic Development Areas (SDA), one of which is the Eastern Borders SDA, which includes Eyemouth. SESplan states that Eyemouth is the focus of the SDA in terms of jobs and service provision as there is spare infrastructure capacity. In addition, regeneration opportunities are also mentioned, as well as the fact that there are challenges to diversify the economy of the town.

4.5 SESplan also identifies a requirement for local authorities to support and promote town centres and to provide measures to protect town centres including setting out criteria to be addressed when assessing development proposals. Eyemouth is not specifically identified as a regional or strategic town centre but it can be classed as one of the town centres to be identified by Local Development Plans.

4. Policy Context

Consolidated Local Plan (2011)

4.6 A number of Local Plan policies are considered relevant, where these are considered to be of primary importance they are summarised below and listed in full in Appendix 2. In addition, Appendix 2 contains a matrix where other relevant Local Plan policies and Supplementary Planning Guidance documents are summarised.

G7 Infill Development

4.7 The purpose of the policy is to be generally supportive of infill development within the development boundary, thus allowing contributions to housing land supply and the re-use of derelict buildings. The nature of infill development means that it is often unplanned and as a result policy criteria are listed to ensure there is careful assessment of proposed development.

4.8 The criteria state that proposed infill development should be in line with Local Plan policies on provision of open space, local biodiversity and traffic generation. In addition, in all cases, there should be no conflict with established land use; the character and amenity of the surrounding area; and the urban fabric of the surrounding area (scale, form, materials etc). In addition the level of development proposed should be sustained by the local infrastructure and should respect amenity of residents.

ED5 Town Centres

4.9 The policy aims to encourage an appropriate mix of town centre uses that maintain and enhance the vitality and viability of town centres. Outwith the ground floor level of prime retail frontages, a wide range of uses appropriate to a town centre will be supported. Proposals for shopping development and other appropriate development will generally be approved providing that the character, vitality, viability and mixed use nature of the town centre will be preserved. Such development could include food and drink uses (Class 3), offices (Class 2 & 4), leisure etc.

Proposed Local Development Plan (2013)

4.10 The Council has been preparing a new Local Development Plan which will detail the land use policies for the entire Scottish Borders area for the period 2014-2018. The Proposed LDP has been approved by the Council and there is an emerging policy context which can be discussed, it is still subject to change due to the processes that have to be completed before formal adoption of the Proposed LDP. Formal adoption will likely take place in 2015 and the LDP will therefore influence the policy context of the Development Framework.

4.11 The LDP puts forward a number of key outcomes, one of which is number 4 'The Protection and enhancement of town centres'. In the Borders town centres are still important for shopping, tourism and other related facilities, but there has been a decline in footfall and this brings problems such as vacant retail units. The Council undertook a retail capacity study in 2011 and one of the findings was that Eyemouth had additional retail capacity.

4. Policy Context

4.12 The Proposed LDP also promotes opportunities for regeneration, mainly targeted at town centres, under a new Policy ED5: Regeneration. One of the places identified is the Eyemouth harbourside area. Development of the new Policy ED5 has resulted in a number of criteria which will guide future regeneration proposals at the harbourside area, these include:

   a.   where relevant, it does not conflict with the established land use of the area; and
   b.   it does not detract from the character and amenity of the surrounding area; and
   c.   the individual and cumulative effects of the development can be sustained by the social and economic infrastructure and it does not lead to over-development or 'town and village cramming'; and
   d.   It respects the scale, form, design, materials and density in context of its surroundings; and
   e.   adequate access and servicing can be achieved, particularly taking account of water and drainage and schools capacity; and
   f.   it does not result in any significant loss of daylight, sunlight or privacy to adjoining properties as a result of overshadowing or overlooking.

5. Constraints at the harbourside area

Physical/Built Environment Constraints

5.1 The harbourside area is located where there are a number of possible constraints and these are shown on Figure 2. For flood risk maps please visit http://www.sepa.org.uk/flooding/flood_maps.aspx or make contact with the Council's Flood Risk and Coastal Management Team (contact details are provided at p23 of the document)
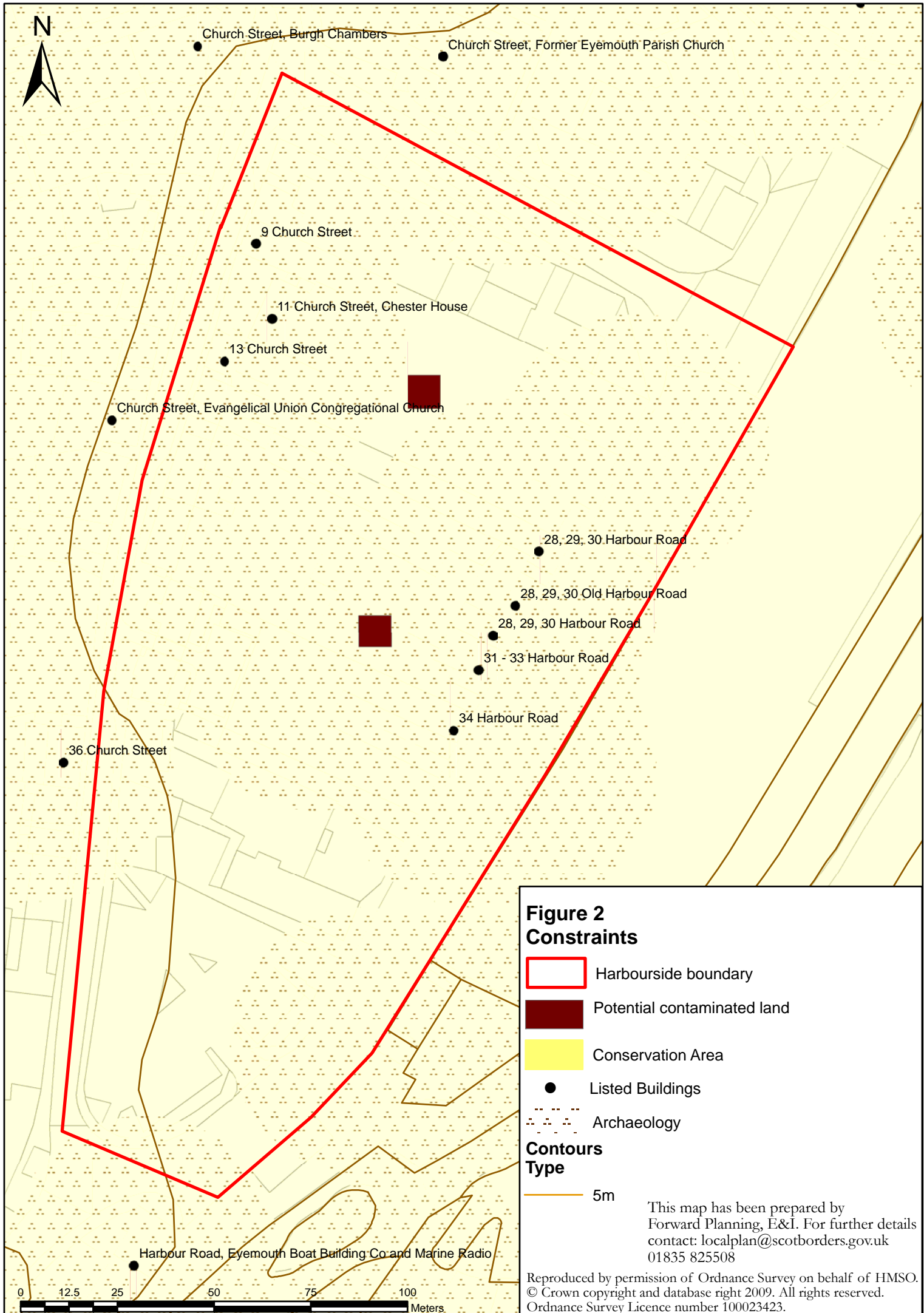
Flood Risk

5.2 The new SEPA Indicative Flood Hazard Maps show the Harbourside area to be at risk of flooding from both fluvial and coastal sources with flooding extending into the yard areas behind the Harbour Road properties in the Harbourside area. In addition there is evidence of flooding from sewers on Church Street, Meeks Yard and Harbour Road. An Eyemouth Wave Overtopping and Flood Study has been carried out by the Council in 2012-2013 which saw the development of more accurate flooding mapping for the area, this showed a greater extent of flooding in the Harbourside Area from Coastal and Fluval sources but not combined.

5.3 Currently the Council deploys flood barriers at the Harbour slipway to help mitigate both fluvial and coastal flooding but this is not suitable for larger scale flood events and will need to be addressed in the long term.

5.4 Local Plan policy G4 states that certain uses will generally not be acceptable on land where the flood risk is greater than 0.5% annual flooding probability or 1 in 200 year flood risk. These include: development comprising essential civil infrastructure including schools, emergency services and telecommunications.

5.5 It is also stated in policy G4 that developers would require to put forward a competent flood risk assessment and/or drainage assessment in support of any application; and also a report on the measures that are proposed to prevent and minimise the flood risk.

N

Church Street, Burgh Chambers

Church Street, Former Eyemouth Parish Church

9 Church Street

11 Church Street, Chester House

13 Church Street

Church Street, Evangelical Union Congregational Church

28, 29, 30 Harbour Road

28, 29, 30 Old Harbour Road

28, 29, 30 Harbour Road

31 - 33 Harbour Road

34 Harbour Road

36 Church Street

Harbour Road, Eyemouth Boat Building Co and Marine Radio

0   12.5   25   50   75   100
Meters

Figure 2
Constraints

Harbourside boundary

Potential contaminated land

Conservation Area

● Listed Buildings

Archaeology

Contours
Type

5m

This map has been prepared by
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5. Constraints at the harbourside area

Conservation Area

5.6 The harbourside area is integral to the Eyemouth Conservation Area: the designation protects many of the distinctive townscape characteristics that are only found within a Scottish coastal town such as Eyemouth; the traditional layout of Harbour Road, with the three and a half storey buildings, is seen as important to this. However, the harbour itself is essential to the character of the place, as it represents the coastal heritage of the town.

5.7 Proposed regeneration of the harbourside area brings significant potential to enhance the Conservation Area by being sympathetic to the areas coastal heritage. One obvious measure would be the restoration of the frontage of Harbour Road so that it better represents the former relationship with the waterfront. The consideration of the Listed Buildings will also be important to bring out the coastal heritage, particularly the old east-west urban grain that was associated with merchant houses on Church Street and their burgage plots extending behind. Some variety on this theme, taking into account other considerations, could bring a successful proposal for the area. In addition consideration of the building features that are evident in Eyemouth properties in any proposal would help to create a distinctive place but also be sympathetic to the heritage of Eyemouth.

Listed Buildings

5.8 There are 6 Listed Buildings on the site, 1 A-Listed Building and 5 B-Listed Buildings. Local Plan policy essentially protects Listed Buildings from works that would spoil their character, while also supporting development proposals that protect, maintain and enhance active use and conservation of the buildings.

5.9 It is considered that as part of any redevelopment of the site the character of the harbourside area would consider the Listed Buildings and their settings as integral to any proposal. This is because the Listed Buildings reflect the history of the harbourside area and they provide architectural detail which provides variety and interest in the area. The sum of their contribution to the character is that they enhance the sense of identity and place that the harbourside area has and this should be exploited in any redevelopment.

Archaeology

5.10 Council records show that there is the possibility of archaeological interest on the site. As a result the Council's Archaeologist should be advised of any regeneration proposals at an early stage so that opinion can be given on any investigation work that may be required.

Contaminated Land

5.11 Contamination is suspected at two locations in the harbourside area. Under Local Plan policy G2 Contaminated Land, it is stated that the developer will be required to carry out any necessary site assessments to identify whether there is any actual or possible significant risk to human health or safety, or to the environment. In addition they will also need to consult with relevant agencies in particular SEPA and SNH, and take remedial action to ensure the site is made suitable for any new use.

5. Constraints at the harbourside area

Current usage constraints

5.12 The current industrial uses at the harbourside provide a significant constraint on the usage of the harbourside area for other purposes and for their efficient operation. The main issues are that:

- heavy goods vehicles currently require to load and unload on Harbour Road. There is a road safety issue as a result because pedestrians cannot safely walk through the area. In addition the vehicles cause congestion which compounds the road safety issue, and detracts from the environment in the area;

- there is a lack of floor space and this results in operations spilling out onto Harbour Road. Again this leads to the issues discussed above, however it also hampers other businesses in the area, which become hemmed in; and

- the use of the space available at Harbour Road is not efficient. In some instances the current industrial uses are operating in areas which are no longer fit for the purpose of their operations. In addition to this there is a significant amount of 'internal' space within the yards that is not used, or is used inefficiently. From an urban design perspective the combination of these factors prevents the area from being 'successful', as the area is not safe or pleasant, which adversely affects the sense of welcome; movement is difficult; and the area is not adaptable to different types of uses or tenure.

5.13 The harbour is obviously a traditional usage for the area and it will be essential in any regeneration proposal to ensure usage of the water and continuation of some harbour operations because they are integral to the sense of place; provide distinctiveness to the area; and encourage social interaction which provides vitality.

5.14 An effective balance in any redevelopment proposal would be the achievement of a more 'successful' Harbour Road, which is easier for pedestrians to move around; is more adaptable in terms of the tenures and usages that are present; and which creates an active frontage maintaining the identity associated with the harbour functions and the distinctiveness and vitality this brings.

Interviews with existing businesses

5.15 The Eyemouth Harbourside Study (Appendix 1, p7-11) conducts interviews with the respective business owners at the harbourside with the aim of assessing their perspective on the operation of their respective businesses.

5.16 It appears that the fish processing companies would benefit from relocation to Gunsgreenhill (an area allocated for employment land to the south-east) from the harbourside area, as this would allow for greater efficiency and greater possibility for expansion. In addition benefits may come from locating similar business types, in better facilities, in the same area.

5.17 There would be significant work to be achieved between the various affected parties to achieve the relocation necessary for redevelopment of the harbourside area to occur. Including the possibility of businesses applying for European Union Regional Funding grants. However the interviews do show that there is openness towards relocation as it would improve business operations.

5.18 The interviews also show that there are successful examples of diverse businesses in the harbourside area, despite the constraints that have been discussed, and this shows the potential that could be exploited in a regeneration proposal.

6. Urban Design Principles

6.1 The aim of a regeneration proposal would be to create a place which can help develop sustainable economic growth, be welcoming and pleasant for visitors and residents alike, and restore the sense of identity that the harbourside area of Eyemouth used to have. Figure 3, below, is taken from the Eyemouth Harbourside Study and shows the area as it is today.

Figure 3: Aerial shot of the harbourside area (courtesy of Lawson Wood: www.lawsonwood.com)

6.2 The dominance of the industrial units is clear but the older buildings including the listed buildings, can be seen on Church Street (towards the top of the photo) and at Harbour Road (at the water). There is an east-west orientation of the buildings which is reflective of the historical development of the area. In addition, the dominance of the car park to the left of the photo is shown, as is the poor quality of building to the right-hand bottom corner of the photo. These areas present poor gateways to the site as they are not welcoming and are not reflective of the identity of the site. Finally the lack of an active frontage on Harbour Road is shown, with lorries evident, breaking up the movement through the site and not utilising the potential for a safe and pleasant place.

6.3 The Harbourside Study also utilises a useful drawing which shows the harbourside area stripped of the industrial units (shown at Figure 4). It is considered this drawing can be used as a basis to consider the urban design principles that could be employed on site to achieve the aim for regeneration of the site.

6. Urban Design Principles
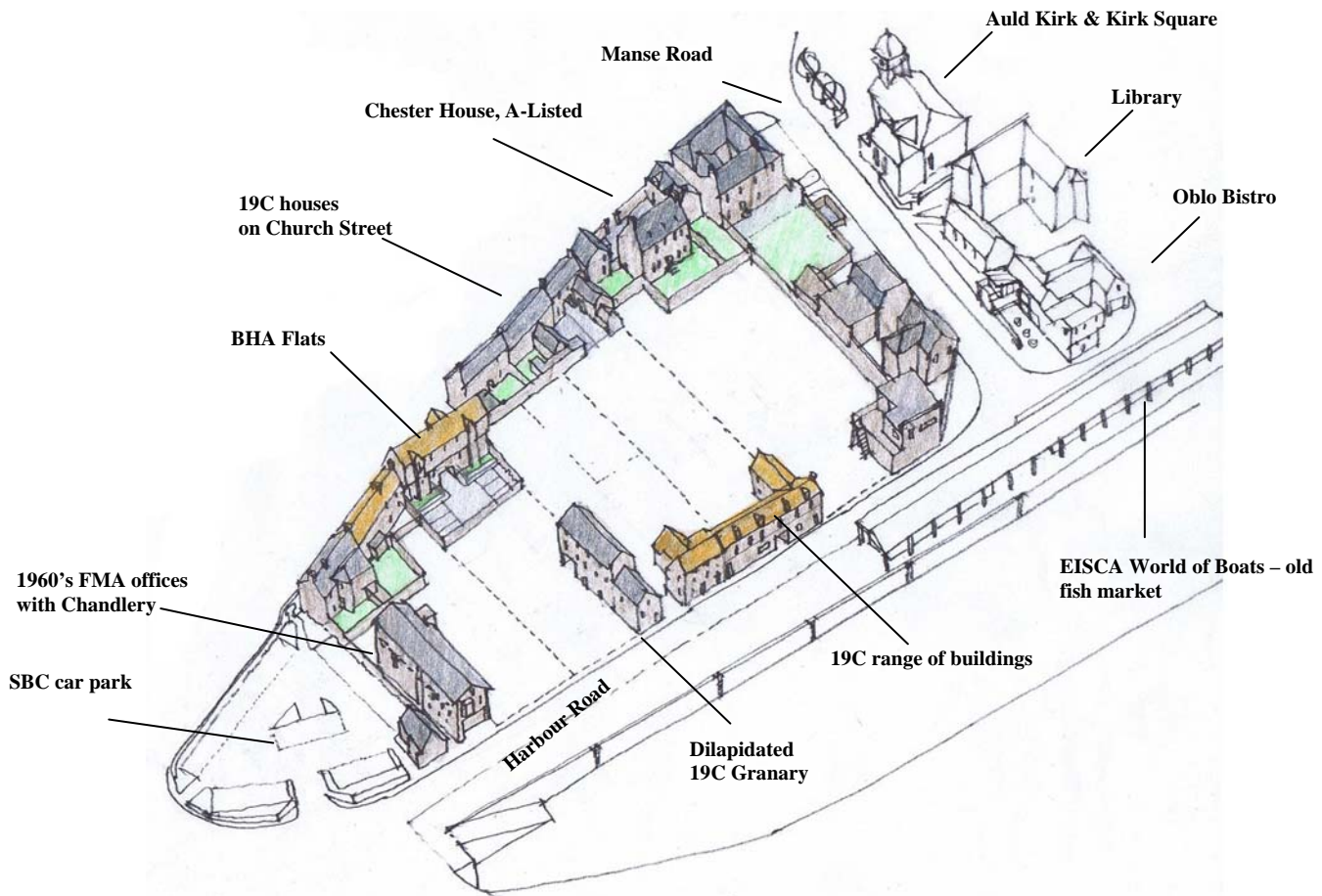
Figure 4: Harbourside area with no industrial units (as modified from Harbourside Study p5)

6.4 The Harbourside Study states that the removal of the industrial units and the car park would amount to 6940m^2. The authors also state that the more modern buildings, such as the buildings on Manse Road, at the corner opposite the EISCA World of Boats, have been retained.

A Policy Statement for Scotland- designing places

6.5 This advice document is produced by the Scottish Government and it states the 6 key themes which are seen as central to achieving what is described as a 'successful' place. These 6 themes are:

⇒ Sense of identity

⇒ Create safe and pleasant places

⇒ Create easier movement

⇒ Create a sense of welcome

⇒ Opportunities to make a place adaptable

⇒ Opportunities for making good use of resources

6. Urban Design Principles

A Policy Statement for Scotland– designing streets

6.6 The designing streets document works around the same 6 key themes that are stated to contribute to a successful place. However the document provides more detailed advice on undertaking the design process for a given area, in particular a hierarchy is set out which prioritises which aspects of the design process should be looked at as the process progresses, this is described further below:

1 Street Structure	**2 Street Layout**	**3 Street Detail**
⇒ Pedestrians and cyclists	⇒ Achieving appropriate traffic speed	⇒ Drainage
⇒ Connections to wider networks	⇒ Junction types and arrangements	⇒ Utilities
⇒ Connections within a place	⇒ Streets for people	⇒ Planting
⇒ Block structure	⇒ Integrating parking	⇒ Materials
⇒ Walkable neighbourhoods	⇒ Emergency and service vehicles	⇒ Reducing clutter
⇒ Public transport		
⇒ Context and character		
⇒ Orientation		

6.7 Evidently not all of these aspects apply to every site, however for the ones that do apply the document provides useful guidance as to urban design principles that can be introduced to help create a better street. It is also the case that some of these topics interrelate, for example discussion on 'street structure' issues must also consider 'street layout' issues.

6.8 In addition to these documents the Council's own 'Placemaking and Design SPG' which focuses on achieving good design in the Borders has also been used. This document is particularly useful when considering the local context and the scale of redevelopment that is to be considered here.

6.9 In looking at these documents it has been possible to pull out key urban design principles that should be applied to the harbourside area, the culmination of this process is that an update to the drawing at Figure 4 is shown (Figure 5) which shows these principles 'on the ground'.

6. Urban Design Principles

Critical elements of the design of streets at the harbourside area

Context and character

6.10 The most critical element of the harbourside area is the relationship of any buildings at the harbour to the water. It is this relationship that the area has developed around and which now requires re-thinking to meet the aim of regeneration of the site. One aspect of the relationship to enhance is the experience residents and visitors have when they visit the area, this could be achieved by ensuring views out to the water and across the harbour. An active frontage on Harbour Road facing the waterfront is critical to the regeneration of the harbourside, therefore consideration must be taken of the relocation of existing features as well as the traffic movement that occurs on the road, to encourage an active frontage, which has a successful relationship with the waterfront i.e. through the encouragement of leisure craft.

6.11 In addition buildings that would fill the cleared space would have to consider appearance to the context of the older buildings existing on site, and elsewhere in the Conservation Area. For example buildings that were either two storey or two and a half storey, with pitched slate or pantile roofs, and symmetrical fenestration, with use of rybats would reflect what is already evident in Eyemouth. The orientation of buildings would also be important, respect of the original grain of the site (east-west) is likely to be successful and it may be that gable-ended buildings are also considered, where this is the case window features to help provide an active frontage should be considered. Building materials would also need to be examined carefully, for example sandstone or dressed stonework. Appropriate new or redeveloped buildings, that follow the traditional urban grain would help enhance the relationship of the harbourside to the water

Permeability

6.12 A part of the key aim of redevelopment is to make the area more welcoming, safe and adaptable for visitors and residents alike. Critical to achieving this is prioritising the needs of pedestrians. It is considered that the town centre of Eyemouth is already largely 'walkable' as the area is relatively flat, and there are narrow streets or wynds which are dominated by pedestrian use, for example at Queen Street and St Ella's Court.

6.13 In addition it is considered critical to achieve good permeability throughout any cleared site. In doing this the connections within the harbourside area must be considered but also the connections to the rest of the town, particularly the rest of the town centre and the Gunsgreenhill area. Part of the distinctiveness of Eyemouth is the use of pends and wynds for pedestrian access, and there are existing examples within the harbourside area where pends are used. It is considered that there is potential for minor access through these but also for more major access through the 'gateway' developments at the southern and north-eastern ends of the area. Another consideration is the use of 'hidden' street lines and wynds, both of which are evident elsewhere in Eyemouth, it may be that routes through the site could employ this measure with a more conventional route running south-north i.e. from the former car park to Manse Road.

Accessibility

6.14 Although pedestrians should take priority it is realistic, and within the aims of the redevelopment, to look at car access. It will be necessary for cars to access parking spaces, and for service deliveries and emergency vehicles to be able to reach the harbourside area.

6. Urban Design Principles

6.15 Without adding any other considerations, Harbour Road is around 17m from the building edges to the water, although in places this distance is slightly more or less. Designing Streets advises that a desirable size for perpendicular parking spaces is 2.5m wide and 5m long; a two-way carriageway would be around 5m in width, which would allow two service vehicles to pass each other. As a result it is judged that when these measurements are considered and buffer distances are also added then the width required could be 11m, leaving 6 meters for other uses.

6.16 A balance must be struck between the vehicular access needs and urban design principles mentioned under *'Context and character'*, and *'Permeability'*. A shared surface approach to the harbourside area, and Harbour Road in particular, would help achieve this. The priority of vehicular traffic could be lessened with greater consideration given to the needs of pedestrians, and on improving the overall environment of the harbourside area . Key to achieving this would be to reduce vehicle speeds on Harbour Road through measures such as– reducing the carriageway width in places; a mix of road surfaces or alternative surface to asphalt; a mixture of perpendicular or parallel parking spaces; use of physical features; and the use of T junctions (to access the interior of the harbourside area). By introducing these measures there would also be a related improvement in the urban environment, through greater variety in the streetscape and improvements to the urban fabric, which have a complimentary function in speed reduction.

6.17 Within the interior of the harbourside area there is potential to have a continuation of the shared surface idea throughout any layout that is decided. This would be in line with areas of the town centre, to the north of the harbourside, where varying sight lines and staggering junctions are already evident.

6.18 Under *'Block Structure'* it is stated that it would be desirable to remove the Council car park. However it would not be within the aims of the regeneration to leave a parking deficit and so it is hoped that introducing parking throughout the redeveloped harbourside area would help to meet the residual shortfall. In addition to this car-parking at Gunsgreenhill, near the jetty, could also be used, perhaps as a alternative to pay and display, or as a overflow site. Relocation of some businesses and subsequent site clearing will leave space that can be used for parking, this could be for visitors, for example interspersed along Harbour Road, and/or for residents, in courtyards or on street within any development in the harbourside interior. It is important to note that the parking provided would need to be integral to the shared surface approach, due to its use in altering the streetscape which helps to reduce vehicle speeds.

Block Structure

6.19 The other critical element of the 'street structure' is the block structure, essentially what buildings should be where and why. The aims of redevelopment are to help achieve sustainable economic growth and make the area more welcoming for visitors and residents. It is therefore considered that at the 'gateway' areas of the southern part of the site, nearest Victoria Road, and the south-eastern corner, nearest the rest of the town centre, could be developed to incorporate 'flagship' buildings or attractions. It may be that the necessity of this is that these parts of the urban block differ from the traditional parts of Eyemouth town centre, however any departure will still need to be consider the Conservation Area.

6.20 For other parts of the block structure, it is considered that a continuation of the frontage at Harbour Road would be advantageous. One reason for this is that it is more in line with the traditional character of the area. Another reason is that it will help achieve an active frontage, with the potential for businesses to be located in new buildings. The combination of an extended frontage and the shared surface approach discussed under *'Accessibility'* would allow for greater variety in the street scene and would increase footfall and interaction.

6. Urban Design Principles

6.21 There is also the issue of the space behind the frontages of Harbour Road, considering the likely development of greater permeability, it is thought continuation of the building lines associated with the existing 19th century buildings may be appropriate. One reason for this is that it would be in keeping with the historic east-west grain of the site, however there are other benefits which include the fact that straight lines are stated to maximise connections and there is a good degree of overlook of the public space between buildings. On the other hand more irregular or curved building lines would add variety to the site, this would also be in line with other parts of the Eyemouth town centre.

Open Space/planting

6.22 Consideration could be made for further open space within the site; Eyemouth has examples of green space built into the urban fabric, for example at the enclosed garden, on Manse Road, and along the High Street, at the old Burial Ground and behind the War Memorial. It may be that further provision on the site could be appropriate, perhaps to open up the east frontage of Chester House. In addition tree planting can help to provide a more welcoming sense of place but also to reduce traffic speed and frame parking areas as part of the shared surface scheme.

6.23 The drawing at Figure 5 therefore shows the critical urban design principles at the harbourside area, which are judged to be:

- consideration of the relationship between the harbourside and the water, as well as the surrounding town centre and Gunsgreenhill;

- consideration of an active frontage on Harbour Road;

- extension of building lines and consideration of new buildings to fill future cleared space;

- consideration of 'flagship' buildings at gateway points of the site;

- increasing permeability through the site, and a shared surface scheme incorporating parking; and

- possible introduction of greenspace.
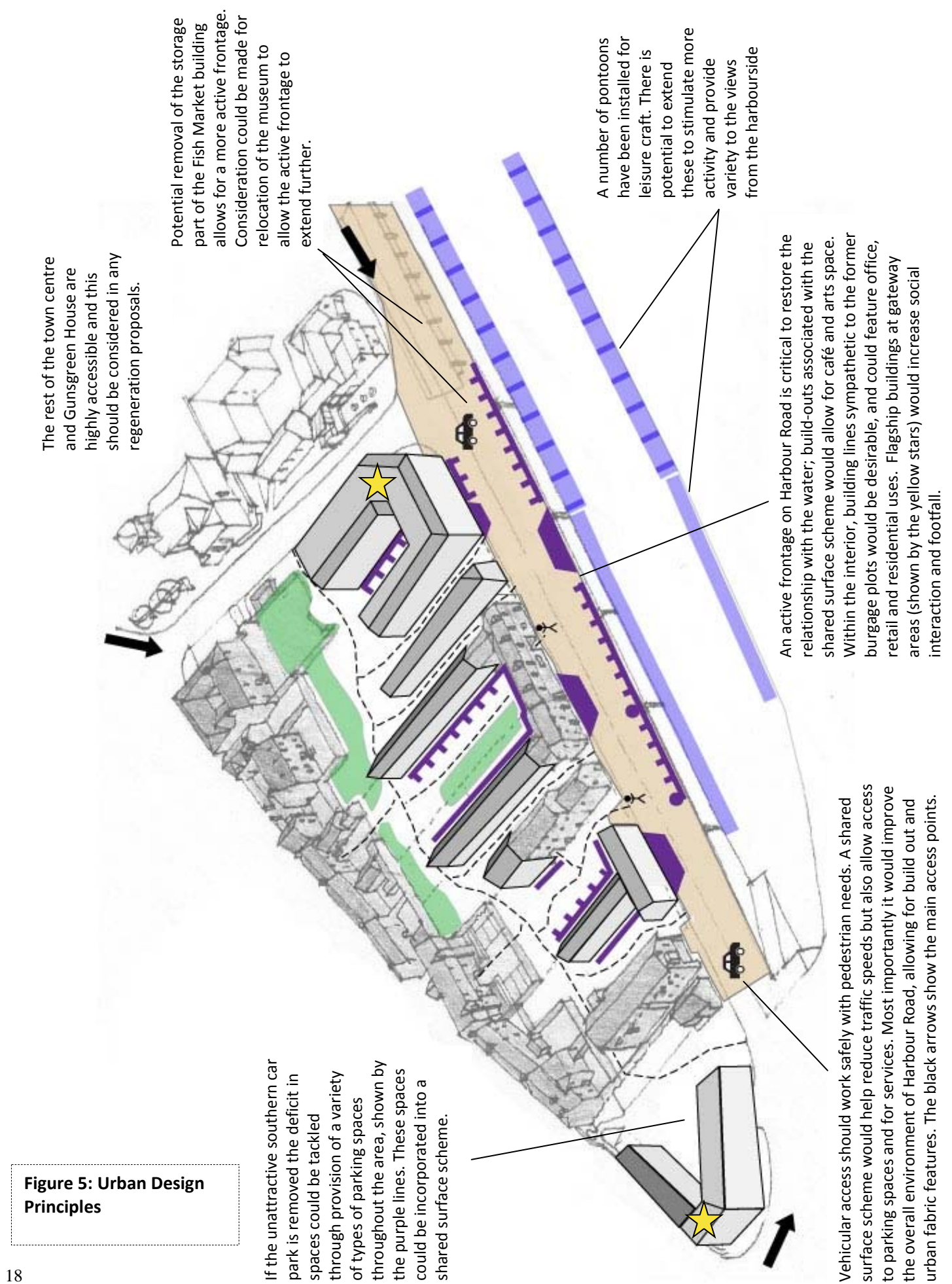
6. Urban Design Principles

Potential removal of the storage part of the Fish Market building allows for a more active frontage. Consideration could be made for relocation of the museum to allow the active frontage to extend further.

The rest of the town centre and Gunsgreen House are highly accessible and this should be considered in any regeneration proposals.

A number of pontoons have been installed for leisure craft. There is potential to extend these to stimulate more activity and provide variety to the views from the harbourside

An active frontage on Harbour Road is critical to restore the relationship with the water; build-outs associated with the shared surface scheme would allow for café and arts space. Within the interior, building lines sympathetic to the former burgage plots would be desirable, and could feature office, retail and residential uses. Flagship buildings at gateway areas (shown by the yellow stars) would increase social interaction and footfall.

If the unattractive southern car park is removed the deficit in spaces could be tackled through provision of a variety of types of parking spaces throughout the area, shown by the purple lines. These spaces could be incorporated into a shared surface scheme.

Vehicular access should work safely with pedestrian needs. A shared surface scheme would help reduce traffic speeds but also allow access to parking spaces and for services. Most importantly it would improve the overall environment of Harbour Road, allowing for build out and urban fabric features. The black arrows show the main access points.

Figure 5: Urban Design Principles

6. Urban Design Principles

Consideration of uses for the Harbourside Area

6.24 With the retention of certain buildings and the incorporation of new buildings the potential uses must be considered for the redevelopment of the site. Again the aim for an area that promotes sustainable economic development, that is welcoming and adaptable for visitors and residents alike, and that restores the former identity of the Harbourside area, should be central to discussion.

6.25 As the site is within the town centre boundary a number of uses could be allowed such as- retail development (Class 1), food and drink (Class 3), offices (Class 2 and 4), commercial leisure and entertainment, residential (particularly flats above ground floor retail level), health care, education and tourism.

6.26 A solution would be to implement an appropriate mixed use scheme that combined complimentary uses to help achieve the redevelopment aim. The bullet points below pick out a number of usage principles that could help guide the development of an appropriate mixed use scheme:

- at the 'gateway' parts of the site there could be more freedom in terms of the density and scale of the buildings, they could be designed to attract footfall from people entering Eyemouth but also from the rest of the town centre. As a result some form of commercial leisure, entertainment or tourism development would be appropriate. However other uses such as education, health or residential could also be appropriate, as these buildings also encourage social interaction as people are leaving and entering regularly;

- an active frontage at Harbour Road is seen as important to the success of the regeneration of the site. As a result it is considered that, alongside the existing businesses like the Chandlery, further ground floor retail would be appropriate, but that also food and retail and leisure and entertainment would be appropriate. Essentially the idea behind this would be to increase the footfall to the area, ensure that it was busy throughout the day, and was an area where social interaction occurred. A key business like a seafood restaurant could anchor the frontage at Harbour Road;

- the Harbourside Study mentions that the increase in leisure vessels would be of particular benefit to the harbour area and Eyemouth as a whole. Indeed it is now the case that additional pontoons have been installed. As a result some sort of local-level food retail could be appropriate in this area. It is considered this could be located on Harbour Road or potentially within the area, so as to draw people in to shop. Car parking would have to be carefully considered with regards this type of provision;

- in the interior of the site, it may be appropriate to designate more 'local' uses. Housing would be a main consideration, there is already Berwickshire Housing Association flats on Church Street and there would be potential for further affordable housing of some form of tenure through the site. There would be potential for residential only buildings, particularly near any areas of open space, but also for residential use to be located above ground floor units. The use of residential in the interior of the site would also provide a high degree of 'overlooking' which would increase the security of the site, particularly for parking areas and any businesses/offices; and

- also within the interior, consideration of ground floor uses would be important to a mixed use scheme. Diverse ground floor units bring a greater interest to the streetscape and would be appropriate for the town centre nature of the site, Eyemouth High Street is a good example of this. Encouragement of retail units, food and drink, tourism (including small scale accommodation) could all be encouraged as they would increase the footfall and bring interest to the streetscape. It is also considered that office provision may be appropriate, particularly for businesses associated with the harbour. This kind of mix of uses can be seen elsewhere in Eyemouth town centre, for example at Queen Street and St Ella's Place.

6. Urban Design Principles

6.27 In conclusion any redevelopment proposal should take advantage of the harbourside and town centre location and put forward a mixed use scheme that helps meet the aim of sustainable economic development, restores the identity of the harbourside and provides an attractive, adaptable place for residents and visitors. To achieve this a range of uses could be appropriate, and those mentioned previously are not exhaustive. It is considered that to achieve the urban design principles, and create a successful place, certain uses in certain locations, as described, will help to achieve the overall aim.

7. Existing stakeholder opinion

7.1 The Harbourside Study puts forward a 'vision' sketch (Figure 6 p22), which is the architect's imagined complete regeneration of the harbourside area based on urban design principles that they explore throughout their study. Subsequent to this they took the 'vision' sketch to a consultation event organised for the local community and stakeholders to offer their opinion.

7.2 It is considered that these opinions are valuable to this Development Framework because community buy in to the regeneration aim is critical. The findings from the Harbourside Study's consultation are summarised in bullet point form below:

- there is significant support for the principle of focussing on the harbourside block and harbour as a means of attracting visitors and reinventing the place;

- consultees recognised that the current operations in Harbour Road hindered the diversification of the harbour towards leisure uses and the future development of the town itself;

- consultees welcomed the idea of restoring the town's relationship with the harbour; a sense of nostalgia was evident amongst the older generation who remembered the open quayside, and the younger generation saw the potential for the town and for visitor trade; and

- there was a desire for any work to be authentically 'Eyemouth' such as the development of Gunsgreen House and the Eyemouth Seafood Festival. The 'unique selling point' of the harbour should be exploited including its working nature but also achieving synergy with the Harbour Trust's development plans; and

- there should be action on the current parking situation.

7.3 It is important to note that this Development Framework is at a 'higher level' to the Harbourside Study and the 'vision' sketch in particular, because the same level of detail is not put forward. However it is important to note that the principle of attracting visitors and reinventing the harbourside block is supported; that consideration is made of the current commercial operations; and that the relationship of the harbour to the harbourside area being restored is seen as critical to the success of future regeneration.

7. Existing stakeholder opinion

Figure 6: 'Vision Sketch'

8. Conclusions

8.1 The current seafood processing businesses at the harbourside area are critical to the economy of Eyemouth however there is an argument that they are now not in the most appropriate location for their operations. A win-win scenario would be relocation of these businesses to surrounds where they could operate better and to allow the regeneration of the harbourside area to create a place which can ensure sustainable economic growth, be welcoming and pleasant for visitors and residents, and restore the sense of identity that the harbourside area of Eyemouth used to have.

8.2 A number of urban design principles have been highlighted to show that regeneration of the harbourside area, through a coherent mixed use scheme, could result in a place where people are able to visit, live, pass through and interact in. This could be achieved through creation of an active frontage on Harbour Road; development of 'flagship' buildings at the southern and north-eastern sides of the area; more 'local' interior uses including a mix of housing, retail, food and drink, and office uses; and the creation of a pleasant environment for movement through a shared surface scheme.

8.3 Investigation of constraints on the site will be necessary, particularly potential flood risk, and adherence to the Conservation Area designation. However an innovative, coherent proposal should be able to tackle these factors and also deliver high quality design.

8.4 The Development Framework is only one dynamic in the synergy that is needed to regenerate the harbourside area; there are funding, land ownership and assembly, and other economic factors that need to be looked at. It is therefore the case that action will be in the long term. However, the Development Framework is a constructive step forward and offers prospective developers a clear, yet flexible, platform from which to develop a future regeneration proposal.

9. Next Steps

9.1 The consultation period will run for 12 weeks and following this date the document will either be approved as Supplementary Planning Guidance or it will go back to Council for approval to material changes that have been carried out. Material changes would result from the public consultation and the Council would look to incorporate changes that arise from constructive comment

9.2 Once the document is approved it will be able to be used to help guide any funding applications or to act as a material consideration in the determination on any planning applications in the area.

9.3 There is potential for the document to be reviewed in line with the future development of the Local Development Plan, and therefore if the situation 'on the ground' changes the document could be revisited.

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Appendix 2: Relevant Consolidated Local Plan Policies

Primary Policies for consideration

G7 Infill Development

Within Development Boundaries, as shown on Proposals Maps, development on non-allocated, infill or windfall, sites, including the re-use of buildings, will be approved if:

1. in the case of a gap site, it can be justified under Policies BE6 (Protection of Open Space), Policy NE3 (Local Biodiversity) and Policy Inf11 (Developments that Generate Travel Demand);
2. in the case of employment land the proposed new use can be justified under Policy ED1 to prevent the loss of employment land with prospects of future use;
3. in the case of garden ground or backland sites, it can be justified under Policy H2 to safeguard the amenity of residential areas;

In all cases, the following criteria will apply to proposed infill development:

i. where relevant, it does not conflict with the established land use of the area; and
ii. it does not detract from the character and amenity of the surrounding area; and
iii. the individual and cumulative effects of the development can be sustained by the social and economic infrastructure and it does not lead to over-development or 'town and village cramming'; and
iv. it respects the scale, form, design, materials and density of its surroundings; and
v. adequate access and servicing can be achieved, particularly taking account of water and drainage and schools capacity; and
vi. it does not result in any significant loss of daylight, sunlight or privacy to adjoining properties as a result of overshadowing or overlooking.

ED5 Town Centres

Outwith the ground floor level of defined Prime Retail Frontages, the Council will support a wide range of uses appropriate to a town centre. Proposals for shopping development and other appropriate town centre development will generally be approved within defined town centres of the larger settlements provided that the character, vitality, viability and mixed use nature of the town centre will be maintained and enhanced. Appropriate development other than Class 1 shop uses could include:

1. food and drink uses (Class 3 of the Use Classes Order)
2. offices (Classes 2 and 4 of the Use Classes Order)
3. commercial leisure and entertainment (including cinemas and theatres)
4. residential, particularly flats above ground floor retail level
5. health care
6. education
7. tourism-related uses.

Any proposed developments which would create an unacceptable adverse impact on the town centre will be refused.

Other relevant policies and Supplementary Planning Guidance

Policy	Description
G1 Quality Standards for New Development	Ensures all new developments are of a high quality and respect the environment in which it is contained
G4 Flooding	Aims to direct development to areas free from significant flood risk
G5 Developer Contributions	Aims to ensure that the burden of additional infrastructure and/or services that are related to the development is absorbed by the landowner and developer as opposed to the Council or other public service providers
BE1 Listed Buildings	Protects Listed Buildings from works that could spoil their character.
BE2 Archaeological Sites & Ancient Monuments	Aim is to give strong protection to archaeological sites from any damaging development
BE4 Conservation Areas	Aim is to preserve or enhance the character or appearance of Conservation Areas.
NE5 Development Affecting the Water Environment	Aimed to ensure development does not adversely compromise the water environment or deteriorate the ecological or landscape status
NE6 River Engineering Works	Aim is to provide watercourses with adequate protection against inappropriate or insensitive river engineering works
EP4 Coastline	Aimed at ensuring that the coastline, in particular the 'undeveloped coast' outwith the Eyemouth settlement boundary is protected from inappropriate development
H2 Protection of Residential Amenity	Aim of the policy is to protect the amenity of both existing established housing areas and proposed new housing developments
Inf2 Protection of Access Routes	Aim is to protect all existing access routes in accordance with the Land Reform (Scotland) Act 2003 & the Countryside (Scotland) Act 1967
Inf3 Road Adoption Standards	Aim is to ensure that new road, footpath & cycleway infrastructure is constructed to the Council's adopted standards
Inf4 Parking Standards	Designed to ensure that development proposals incorporate adequate provision for car and cycle parking
Supplementary Planning Guidance	Summary
Affordable Housing	Provides more guidance on the Council's Affordable Housing policy
Contaminated Land Inspection Strategy	Sets the context for addressing land contamination issues in the Borders

Designing Out Crime in the Scottish Borders	Guidance sets out how opportunities for crime & antisocial behaviour may be reduced through the planning process
Developer Contributions SPG	Provides guidance to landowners, developers & other organisations involved in the planning process as to when and where developer contributions will be required
Placemaking and Design	Intended as a point of reference and basis for planning, design and communication of new development proposals.
Privacy & Sunlight Guide	Outlines the general principles that apply where sunlight, daylight and privacy may be affected from planning applications