

Millport Conservation Area Management Plan



**NORTH AYRSHIRE
COUNCIL**

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Figure 1-1: Millport waterfront, July 2013 (Peter Drummond Architects)

1.0 The Millport CAA: An introduction

- 1.1 In recognition of the quality of the historic townscape and, as part of a series of initiatives supporting an application for funding under a Townscape Heritage Initiative, North Ayrshire Council have appointed Peter Drummond Architects to carry out a Conservation Appraisal (CAA) of Millport assessing the condition and character of the current conservation area.
- 1.2 Millport Conservation Area is located on the southern edge of Great Cumbrae. It is defined by the most eastern point of Marine Parade extending westerly across the bay to West Bay Road. Millport Bay, itself made up of Kames Bay and West Bay, marks the southern edge of the conservation area with Bute Terrace, Barend Street, Kames Street and Ninian Street terminating the conservation area in the north.

Definition of a Conservation Area

- 1.3 Conservation Areas were introduced by the Civic Amenities Act 1967. The Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 sets out current legislative framework for the designation of conservation areas, defining Conservation Areas “as an area of special architectural or historical interest, the character or appearance of which it is desirable to preserve or enhance.” Planning authorities are required to periodically determine which parts of their district merit designation as a Conservation Area.

1.4 North Ayrshire Council currently has 13 conservation areas which range in character from rural to seaside, village to urban. These protect such important townscapes including the heart of old Irvine, Beith, Dalry, West Kilbride, Lamlash, and Corrie. Each is distinct, reflecting the history and development of individual towns and defining their individual character.

What does Conservation Area Status mean?

- 1.5 Designation offers statutory protection of conservation areas in order to protect their special character. The designation requires North Ayrshire Council to formulate and publish proposals for their preservation and enhancement.
- 1.6 Where a development would, in the opinion of the planning authority, affect the character or appearance of a conservation area, the application for planning permission will be advertised in the local press providing an opportunity for public comment.
- 1.7 The designation of a conservation area also provides control with current legislation dictating that Conservation Area designation automatically brings the following works under planning control:
- Demolition of buildings
 - Removal of, or work to, trees
 - Development involving house extensions, roof alterations, windows, stone cleaning or painting of the exterior, satellite dishes, provision of hard surfaces, the erection or alteration of gates, fences and walls, and;
 - Additional control over ancillary buildings (such as sheds/garages) and raised decking/platforms.
- 1.8 These controls are outlined within the Town and Country Planning (General Permitted Development) (Scotland) Order 1992 (As amended).
- 1.9 Conservation area status does not mean that new development is unacceptable, but care must be taken to ensure that the new development will not harm the character or appearance of the area.
- 1.10 Local residents and property owners also have a major role to play in protecting and enhancing the character and appearance of the conservation area by ensuring that properties are regularly maintained and original features retained.

Purpose of a Conservation Area Appraisal

- 1.11 A conservation area appraisal is seen as an ideal way of analysing the key elements that contribute to the special historic and architectural merit of the study area. It is a useful tool that can identify and promote development opportunities that enhance the conservation area while protecting its character from inappropriate development.
- 1.12 It is necessary therefore for planning authorities, residents and property owners to be aware of the key features which together create the area's special character and appearance.
- 1.13 Primarily this conservation area appraisal will define and evaluate the character and appearance of the study area, as well as identify its important characteristics and ensure that there is a full understanding of what is worthy of preservation.

- 1.14 The area's special features and changing needs will be assessed through a comprehensive process set out by the Scottish Government, which includes:
- researching its historical development,
 - carrying out a detailed townscape analysis,
 - preparing a character assessment, and
 - identify opportunities and priorities for enhancement.
- 1.15 Whilst a conservation area appraisal will help supplement the local development plan for the area, it is a material consideration when considering planning applications for new development. In that case it may be necessary for planning applications to be accompanied by a supporting statement that demonstrates how the proposal has taken account of the character of the area.

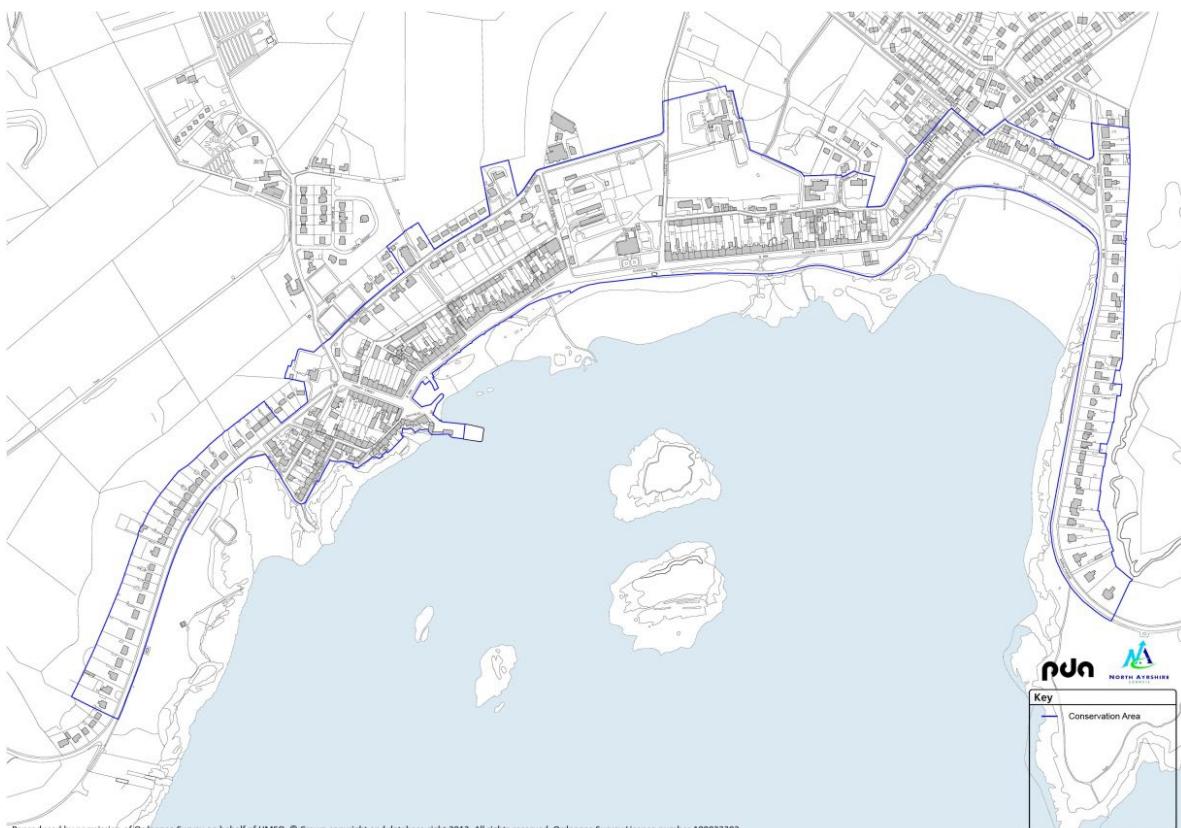


Figure 1-2: Millport Conservation Area. Baseline mapping data reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2013. All rights reserved. Ordnance Survey Licence number 100023393.

- 1.16 It is recognised that the successful management of conservation areas can only be achieved with the support and input from stakeholders, and in particular local residents and property owners.

Appraisal Structure

- 1.17 The appraisal follows the recommendations set out in the Scottish Government's PAN71: Conservation Area Management (2004). This sets out a series of issues which should be assessed in order to determine and thereafter manage the special character of a conservation area.

1.18 The appraisal comprises five key sections:

- A description of the general location, geography, and geology of the area.
- A brief historical overview setting out the development of the town.
- An appraisal of key townscape features.
- An assessment of the overarching character of the conservation area
- Identification of key issues in the future management of the site.

1.19 It is anticipated that this appraisal will, in turn, inform a separate Conservation Area Management Plan which will set out in more detail the policy steps and other measures required to manage the heritage resource in a sustainable way whilst encouraging regeneration.

2.0 Character Appraisal: An overview

2.1 Decisions on how best to care for the built heritage need to be based on a full understanding of its historical, architectural, and wider value. This Management Plan is therefore underpinned by North Ayrshire Council's conservation area appraisal of August 2013. The appraisal explored issues including historic development, street pattern, architecture, and building materials.

Location and Setting

2.2 Millport occupies a location of strategic importance commanding the two approaches to the ports of the Upper Clyde. The establishment and early growth of the settlement is the direct result of a 1634 decision to base a Revenue Cutter in the lower reaches of the Firth of Clyde for the collection of tolls and duties for the Crown and to assist in the prevention of smuggling. Recognition of its strategic importance has not abated - this was where the submarine listening posts for the Firth of Clyde were based during the Second World War.

2.3 The town's strategic location on the Firth of Clyde had a secondary benefit that resulted in a second phase of the town's development, when it shifted from an economy dependent on fishing, agriculture and quarrying to one based on tourism from the early 19th century onwards. The appeal to tourists lay in the enjoyment of the spectacular views across Millport Bay to Little Cumbrae, the Hunterston Peninsula, Portencross Castle, the mountains of Arran and, on a clear day, Ailsa Craig. With the advent of fast steamers in 1865 these views were readily available to families from the nearby conurbation of Glasgow - one of the industrial powerhouses of Victorian and Edwardian Britain - being just a short ferry journey 'Doon the Watter'.

Historical Value

2.4 The Conservation area is central to our understanding of the development of both Millport and the Upper Clyde region. Millport's development can be traced from its establishment in 1634 - pre-dating the Treaty of Union - through the growth of the planned late 18th century settlement in the 19th and early 20th centuries when it was transformed from a small port settlement with an economy based on agriculture, fishing and quarrying into one of the best known 'Doon the Watter' resorts, up to the present day.

2.5 Archaeological discoveries indicate the earliest settlements on Great Cumbrae being prehistoric occupation of caves around the island. When the circumferential

road was being constructed around the island in the 1870s a series of Bronze Age and early Christian discoveries were made in the grounds of the Garrison, at Tomont End, the Lady's Grave, White Bay and Fintry Bay.

- 2.6 The island had strong links to Norse settlers being conquered by Harald Harfager, King of Norway, in 843 AD after which the Cumbræs formed part of the Kingdom of Sodor and Man along with Bute, Arran, Islay, Jura, Gigha, Colonsay, part of Kintyre and the Isle of Man. This phase of Great Cumbræs's history came to an end with the defeat of the Norse King Haco at the Battle of Largs in 1263. A cairn at Tomont End appears to have been a funeral pyre for those slain during the battle. The Norse influence is evident in places names. Foul Port - the inlet just to the west of Crichton Street - is derived from "Fouleport", the Norse word for 'the port of the mighty warriors'. A Norse settlement reputedly sprung up at this natural harbour as it was the place the Norse sailors brought their long boats ashore.
- 2.7 In 1539 the island was divided into a series of baronies and holdings under the Crown with the resultant names forming the basis for today's farms - Kames, Hill, Covans, Balleykellet and Bulloch. Hamlets associated with these farms were discretely tucked away from the shoreline to keep them out of reach of raiding parties. The 1634 establishment of a settlement on the foreshore was a departure from this tradition, but the reason for this location was the decision to base a Revenue Cutter in the lower reaches of the Firth of Clyde for the collection of tolls and duties for the Crown and to assist in the prevention of smuggling. As it commands the two approaches to the ports of the upper Clyde Millport Bay was the obvious strategic base for such a vessel. This decision necessitated a building programme to accommodate both vessel and sailors in the area of Millport to the west of what is now the Quayhead.
- 2.8 The current form of Millport is largely due to the efforts of two generations of Crawford family who captained the Revenue Cutter. Not only did they supply the impetus for the economic development of the settlement they were instrumental in a key move that informs the current layout of the settlement - the establishment of the Garrison as the key green space within the town. Having leased the land from the Earl of Glasgow, Captain Andrew Crawford first established the Garrison in 1745 as a barracks for himself and his crew. However, in the late 18th century when Captain James Crawford inherited his father's role and built a more refined residence at the Garrison - a residence later acquired and extended in 1819 by the Earl of Glasgow who in turn sold it to the Marquis of Bute in the late 1880s when it was extended yet again - by the architect Robert Weir Schultz - and a sunken arts and crafts garden added. The development of the Garrison thus ensures that urban Millport is split into two sections
- 2.9 The further growth of Millport was stimulated by an approach Captain James Crawford made to the Commissioners for Portpatrick Harbour in the late 18th century. Crawford suggested that Millport stone may prove suitable for the new harbour's quay walls and his intuition proved correct. This led to the growth of quarrying on both the Eileans and a further island - Craiglea - now concealed under the Royal George Hotel on the Quayhead.
- 2.10 The waste stone from quarrying was used by the sailors to build cottages for themselves along what later became Cardiff Street - a broad street whose width derives from the passage, prior to diversion, of the Mill Burn which once ran down the middle of the street into the Old Harbour at the Quayhead.

- 2.11 The urban form of Cardiff Street, with its strong sense of enclosure, simple symmetrical Georgian houses, leading up to the focal point of Millburn House indicates that this was part of a larger plan for the settlement. This plan fits Millport into a broader pattern arising partially from the impact of the industrial revolution on agriculture, and the accompanying shift as rural populations coalesced into urban settlements. This shift was intertwined with ideas on town planning arising out of a mix of Scottish Enlightenment thinking combined with ideas emerging from Europe such as the 'Law of the Indies' which was heavily influential in the planning of new settlements in both the West Indies and along the eastern seaboard of America.
- 2.12 As a result of the 1707 Act of Union, the ships of the Glasgow merchants offered the fastest route to the colonies in North America. Not only did this give the Glaswegian Tobacco Lords a competitive advantage over their rivals it helped bring back to Scotland the new ideas on town planning. These proved influential in the planning of Glasgow's new towns and were adopted in towns along the Scottish west coast including Inverary and Bowmore on Islay which date from circa 1770. Millport - particularly Cardiff Street - bears strong resemblance to both settlements.
- 2.13 From the early 18th century the planned town gradually extended east and west from the original nucleus at Cardiff Street and the Quayhead with a series of linear streets - Crichton, Clyde, Stuart and Guildford Streets - strung along the foreshore from Foul Port to the grounds of the Garrison. The disposition and orientation of the urban blocks was informed by typology - square blocks on the gently rising ground between Cardiff Street and Foul Port and, from Cardiff Street to the Garrison, rectangular blocks tucked between the shoreline and the embankment to the north. As the town gradually increased in density, a service lane - Howard Street - was formed along the base of the embankment.
- 2.14 The growth of the settlement was accompanied by improvements in infrastructure with the construction of a proper quay at the base of Cardiff Street. Further Improvements were carried out to the harbour in the late 1790s. In 1833, a company was formed to finance construction of a new pier that would be accessible at all tides. The new pier allowed the harbour to accommodate 30-40 herring boats at anchor assisting the local fishing men many of whom lived in the fishermen's cottages in Clyde Street.
- 2.15 The increasing population and prosperity in Millport led to a series of extensions to the original settlement from the mid 1830's onwards. The first extension, Bute Terrace, was an early example of a suburbanisation. A new crescent of Georgian villas, it was located at the top of a steep embankment to the north of the original settlement so as to take advantage of the superb views. Central to the plans for the terrace was the 1837 erection of the new Cumbrae Parish Church. The English Gothic clock tower of the church forms a key feature on Millport's skyline and acts as the focal point of Churchill Street. Further to the east, one the villas, Strahoun Lodge, performs the same role for Reid Street.
- 2.16 In the 1840s, the second extension to Millport - the New Town - reverted to the original urban pattern of the Georgian planned town. A formal linear street - Glasgow Street - addresses the shoreline and a service lane - George Street - faces the embankment. Starting from the Garrison the second phase of urban development in Millport gradually extended the town east towards Kames Bay until it had linked up with the existing hamlet of Kames.
- 2.17 The appearance of Victorian Millport is also affected by ecclesiastical developments. The 1843 disruption led directly to the creation of the East Church -

designed by Glasgow architect Campbell Douglas - on land within the New Town gifted by the 6th Earl of Glasgow. In addition the Earl, as a committed Episcopalian, had a vision of Great Cumbrae as the New Iona and commissioned architect William Butterfield - one of the greatest designers of the Victorian Gothic revival - to build a new Episcopalian college on the embankment to the north east of Garrison House. The campus was constructed between 1849 and 1851 and the church was raised to cathedral status in 1876. The spire of the cathedral dominates the skyline of the town. A further church - the United Presbyterian Church, or West Church - was erected along Bute Terrace in 1877, but this church, with its important Aesthetic movement interior by Daniel Cottier, was demolished, further to storm damage, in 1999.

- 2.18 In 1860 the pier was extended again leading to the advent of regular steamer services and the growing popularity of Millport in recognition of its picturesque setting with superb outlook towards Arran, Ailsa Craig, Wee Cumbrae and Portencross Castle. A trip 'Doon the Watter' became an annual highlight for many working families in the Glasgow conurbation. By 1865, the arrival of fast steamer connections with the railway head at Wemyss Bay, and later at Fairlie in 1882, brought a new impetus to development in the town and a paradigm shift towards an economy based on tourism as Millport evolved into a resort town.
- 2.19 This economic change is marked by both the erection of purpose built hotels such as the Cumbrae Hotel and the building of new detached villa developments on the outskirts of the town. Villas were erected along Marine Parade and West Bay Road. The Marine Parade villas catered to a new middle class visitor: the 'carriage folk' who were wealthy city dwellers who would ship off their entire household to holiday homes in locations such as Millport for the summer season. With the steamer and rail connections it was possible for the head of the family to commute to work in Glasgow. The West Bay Road villas developed as boarding houses rather than family homes - these villas, with their resident landladies, catered to summer visitors.
- 2.20 Further infrastructure developments occurred in the latter half of the century. In 1872 the Old Harbour was partially infilled by the Pier and Harbour Company and in 1874 a sea wall was constructed along Stuart Street. In the early 1900s, the quayside at the Old Harbour was gradually broadened with the building out of a new pavement over the quay steps at the base of Cardiff Street. This was formed on a platform supported on iron pillars and stone piers. The Burgh Council extended the Pier gain in 1905 to its present size thus allowing for the largest excursion steamers to call at the town no matter the tide. The new pier had a series of charming Edwardian structures: a stone built ticket office, a pavilion, with clock tower, which contained the turnstiles for pedestrian access and a trapezoidal shaped signal building for letting steamers know when they had right of access to the pier. These buildings were removed in the early 1960s when the current public toilets and offices were erected.
- 2.21 In 1929, as a result of storm damage inflicted just prior to the First World War, the Town Council decided to construct a new sea wall along Stuart Street further out into the beach. This considerably broadened both Stuart and Guildford Streets as well as further reducing the size of the Old Harbour. The new sea wall resulted in the broad width of Stuart and Guildford Streets giving a relaxed spacious feel to Millport's promenade. Between 1958 and 1959, Glasgow Street also benefited from broadening with the repositioning of the wall to the Garrison and reduction in size of the Garrison grounds.

- 2.22 There have been few alterations to the built fabric of the conservation area throughout the later part of the 20th Century. The single storey cottages at 35-37 Cardiff Street were demolished in the 1960s resulting in the gap site at the junction of Cardiff and Crawford Streets; and the buildings of 45-47 Glasgow Street, were also demolished though a contextually sensitive development of terraced houses replaced the gaps site in 1991.
- 2.23 There has also been recognition of the value of the existing townscape within the conservation area with a shift from demolition of existing building stock towards rehabilitation with a series of tenements on Cardiff Street being conserved by architects Davis Duncan for Isle of Cumbrae Housing Association between 1994 and 1995.

Street Pattern and Settlement Approaches

- 2.24 The street pattern is informed and dominated by the original planned Georgian town. The original streets were laid out as a pragmatic response to the constraints of topography. They take advantage of the shallow 25 foot beach that lies between the embankments and raised beaches located directly to the north of Millport. This results in a series of short north - south cross streets - Miller, Cardiff, Churchill, Reid and Clifton Streets and long linear streets - Crichton, Clyde, Stuart and Guildford Streets - that connect into one another running parallel to the edge of the bay.
- 2.25 This linear street arrangement is then mirrored at the base of the embankment with what was originally a service lane, Howard Street, to the east with, to the west, Crawford Street, performing the same role. Both streets gradually become more commercialised as the backlands of the original settlement have gradually been built out for both housing, as the population increases in density and as they have begun to accommodate uses the community wants tucked out of sight - light industry, garages and builders yards.
- 2.26 This pattern is echoed in the 1840s linear urban extension of the New Town which continues to the east of the Garrison. Here the principal street - Glasgow Street is simply an extension to the end of Guildford Street. Again it runs parallel to Millport Bay before turning to the north east and flowing into Kelburn Street which follows the shoreline into Kames Bay. These single sided streets addressing the bay are then reflected in George Street - the service lane running along the embankment though in this instance with a more domestic character. These two streets are connected by the short cross streets of College, Mount Stuart, Craig, Woodlands and Kames Street.
- 2.27 Prior to the development of the New Town a further street pattern is introduced - an early suburban crescent on a bluff overlooking the original settlement with spectacular views across Millport bay. A metropolitan idea, similar, but on a smaller scale, to the crescent of picturesque villas Decimus Burton planned in Tunbridge Wells a few years earlier.
- 2.28 Now screened from the town below by a dense tree belt Bute Terrace is carefully planned with two of the buildings - Cumbrae Parish Church and Strahoun Lodge - acting as the focal points for two of the secondary cross streets - Churchill Street and Reid Street respectively.
- 2.29 Extending beyond the two urban sections of the settlement around Millport Bay are two enclosing wings of later linear Victorian villa development. These introduce a further street pattern - the long sinuous road of villas. This pattern extends to the

east around Kames Bay and Marine Parade to Farland Point, and to the west along West Bay Road to Portachur Point.

- 2.30 Millport is currently approached via either of these two sinuous single sided streets of villas, or over the centre of the island and into the back of the settlement via Ferry Road. However these approaches belie the original intention - the approach to the town was over the sea, into the bay and with visitors disembarking from the Pier. The impression of arriving at the Quayhead, into the busy heart of an urban settlement, and looking up at the carefully planned axis of Cardiff Street, would have made for a very different first impression.

Architectural Value

- 2.31 The Conservation Area can be divided into four distinct character zones:
- 2.32 **The Urban Spine:** the original Georgian Planned Town around the Quayhead and the later urban extension of the New Town to the east as these share common features. The two areas are composed of a mix of contiguous 18th, 19th and 20th century buildings which strongly adhere to the linear street plan with one, two, three and occasionally four storey buildings rising from the back of the pavement. The urbanism of these areas has further subtleties with both a hierarchy of streets and how the built fabric is used to frame views with certain key buildings acting as focal points. Architectural styles vary significantly, however buildings are overwhelmingly traditional with stonemasonry walls made with locally quarried stone from the Eileans, or blonde or red sandstone. The earlier Georgian structures are often covered in stucco and limewashed/painted. The later 19th and early 20th century buildings are of imported sandstone and West Coast or Welsh slate brought into the settlement by sea.

Through analysis of historic photographs it is clear that windows in the conservation area were typically timber sash and case windows with a variety of glazing bar patterns giving filigree to the buildings. This is no longer the case. With the exception of a few principal buildings - such as Garrison House which still retains timber window frames even if they are new or refurbished – the vast majority of buildings now have UPVC windows with a small percentage of aluminium framed windows. UPVC is now endemic in the conservation area. Slate roofs predominate with a handful of buildings having been re-roofed in concrete tile or felt.

- 2.33 **The Suburban Extensions:** Bute Terrace, the late Georgian suburban extension of the original planned town, and the later sinuous wings of Victorian and Edwardian detached villas on Marine Parade and West Bay Road that wrap around the edges of Millport Bay to embrace the town. These areas are characterised by a mix of villas set in spacious grounds with a consistent, though widely spaced, building line. There are generally three styles: reflecting its age a simply proportioned Georgian neoclassicism predominates on the south side of Bute Terrace, while Marine Parade and West Bay Road are composed of a mix of diluted Victorian eclecticism with the occasional Art and Crafts feature – a very typical display of Victorian and Edwardian conservative middle class taste.

The public facades of the houses all face south over Millport Bay and the Eileans towards views of the Hunterston Peninsula, Little Cumbrae, Arran and Ailsa Craig beyond. However, some are screened by dense belts of trees for privacy. Boundaries are formed by either low dressed masonry walls with occasional railings or dense mixed hedging. Entrances are marked by emphatic gateposts often hinting at the style of the house.

2.34 The Designed Open Spaces: a large extent of the conservation area's open space is supplied within the grounds of both Garrison House and the Cathedral of the Isles. Both are formerly private open spaces or estates that have subsequently been opened to the public. The grounds of both are enclosed within crenelated or buttressed boundary walls with emphatic gateways. Though the designed spaces and gardens of Garrison House have been eroded - there are a series of barrack huts scattered across the grounds that interrupt the flow of the gardens - there are still strong fragments remaining such as the sunken gardens in front of the house by the Arts and Crafts architect Robert Weir Schultz.

The grounds of the Cathedral are dominated by structure planting with a belt of trees enclosing the theological campus and an allee leading up to the flight of stairs to the Cathedral and college buildings. William Butterfield has carefully sculpted the grounds into a series of stepped terraces with the buildings of the campus embedded within these and a small graveyard sitting proud and providing an intimate foreground to the Cathedral.

2.35 The Old Harbour and Promenade: The interface between town and sea forms the final piece of the character of the conservation area. Rather than buildings this is composed of a mix of infrastructure and areas dedicated to leisure. It comprises the Pier, the Old Harbour at the Quayhead with its quays, slipway and embankment walls, the drying greens at Clyde Street and Crichton Street, as well as the 1929 sea wall along Stuart and Guildford Streets which extends into the promenade through Kames Bay up to the paddling pool on Marine Parade while not neglecting the play area and paddling pool at West Bay. This zone has a mixed character. In part it has a practical if informal working character focused on the Old Harbour and Pier. The Old Harbour is populated by small fishing boats and the occasional pleasure craft while the Pier is used by larger fishing vessels for tying up. This area has considerable charm with its workaday details proving attractive to visitors to the town who often congregate there.

Associated with the Old Harbour, though remote, are the drying greens of Clyde and Crichton Streets. These were used for drying the nets of the fishing fleet but are now used for leisure. Their narrow lawns transition into rocky outcrops and rock pools replenished at high tide. Extending out from the Old Harbour are other areas focused on the leisure uses associated with the town's tourism based economy. The promenade along the bay takes in the Crazy golf, the War memorial, the beaches at Newtown Bay and Kames Bay, the Strathwherry jetty, Crocodile Rock, and the paddling pool on Marine Parade. To the west extending around the small beach at Foul Port is a further paddling pool and play area on West Bay Road.

Townscape and Landscape Value

2.36 How people use, perceive and move through the town centre is as important as the history and the architecture. This Management Plan therefore considers both the quality and style of individual buildings and how they contribute to the distinctiveness of the urban area and Millport's sense of place.

2.37 The unfolding armature of Marine Parade, Kames Bay, Kelburn, Glasgow, Guilford, Stuart and Cardiff Streets giving onto West Bay Road forms the principal route through the town centre and the only uninterrupted east - west route. It defines the town, revealing, from a distance, the picturesque highlights on the skyline - East Church, the spire of the Cathedral of the Isles and Cumbræ Parish Church set against a wooded backdrop while the Royal George and the pier project out into the

waters of the bay. Up close the road skirts a high built quality backdrop comprising the variable massing, heights, ages, styles and materials of the buildings.

- 2.38 The contrasting pulse of detached villas on Marine Parade and Kames Bay gives onto a rigid line of buildings at the New Town that abruptly falls away to reveal the broad lawns and romantic Georgian Gothic revival profile of Garrison House. The urban wall of the original settlement is then restated at Guildford Street, all the while the views south are across the bay to the Eileans and Little Cumbrae. At the end of Stuart Street the road then turns north at the Quayhead into the double fronted enclosure of Cardiff Street, turning west again before the focal point of Millburn House, into West Bay Road where the steady pulse of Victorian villas is reasserted.

Archaeological Value

- 2.39 Beyond its appearance as an 18th century planned town, Millport has more ancient roots with evidence of Viking and early Scots settlements in the area. Because of difficulties in working in a built-up area, it has not yet been possible to carry out a systematic archaeological investigation of the archaeology within the Conservation Area; however, there may be archaeological evidence from the 18th century settlement and remains of early post medieval structures within the area encompassed by the growing town. Despite modern development, standing structures and deposits within the Conservation Area may retain archaeological evidence of the origins and development of the town, and of any earlier human activities on its site. Developments within the Conservation Area have the potential to provide information on the comparatively poorly understood origins and process of development of Scottish settlements before the mid-eighteenth century.

Natural Heritage Value

- 2.40 Millport has a mixed setting combining an estuarine, pastoral and agricultural setting but scattered throughout with semi natural woodlands, hedgerows and parkland trees.
- 2.41 The town's foreground is estuarine and dominated by the intertidal zones of rocky headlands as well as the beaches of Foul Port, Newtown Bay and most importantly Kames Bay which is designated as a Site of Special Scientific Interest. Kames Bay has this status as it is the best example of a shore dominated by sand on Great Cumbrae. The bay is regarded as the classic Scottish site for the study of intertidal marine biology. It has contributed more to the understanding of marine biology than any other stretch of beach in Scotland.
- 2.42 Kames Bay represents the seaward extension of a geological fault line. The rocky outcrops on the western side of the bay, which continue on to the Eileans and around the West Bay, are composed of old red sandstone and sandstone conglomerate, whilst the eastern side of Kames Bay extending out to Farland Point is of lower Carboniferous origin.
- 2.43 The foreground of the town also comprises a series of open spaces for the leisure use associated with the promenade. The areas towards the beach are simply laid out as grass lawns for people to sun themselves on or play games. The lawns are a focus for recreation. The tarmac strip of the promenade is broken up with the occasional area of brick paving incorporating seats and free standing planters. There is scope for enhancement of this strip. It would benefit from rationalisation, more careful selection of street furniture and potentially replacement of some of the

brick paving with simply detailed greenspace. This would reduce the need for planters.

- 2.44 The middle ground of the town is made up of the urban spine. This is very built up and what little open space there is lies within the small elongated back gardens. There are occasional clumps of trees within these gardens for instance the mature trees within the feus of 24- 27 George Street.
- 2.45 The loss of trees in the backland areas is offset by the structure planting along the base of the embankment that forms the backdrop to the town. The buildings that form the south side of Howard Street are addressed by mature tree structure planting associated with the properties and feus of Bute Terrace - the first suburban extension to the town. These trees have grown into tall dense canopies overhanging Howard Street. The tree belt extends back up the embankment in the form of an allee which forms a pedestrian extension to Churchill Street thereby linking the lower town to Cumbrae Parish Church and Bute Terrace. These trees are protected by a Tree Preservation Order.
- 2.46 This strong structure planting re-appears again at the grounds of the Cathedral of the Isles. This also includes an allee, this time extending from the entrance gateway on College Street up a flight of steps to the terraces upon which the theological complex sits.
- 2.47 The tree belt along the College Street edge of the Cathedral grounds also extends along the base of the embankment to the north of Our Lady of Perpetual Succour. Contained within this tree belt is dense deciduous planting, possibly windblown, on what would have been the grounds of the former St Andrew's Home - the centre for the treatment of tuberculosis. This extends across the embankment to the former Free Church Manse, now Mansewood Nursing home, and on to Craig-En-Ros Road. To the east of the Craig-En-Ros Road is a further belt of mature trees that extends along George Street before heading to the north west along the boundary between the cul-de-sac and the former Gas Works. These trees are also protected by a Tree Preservation Order.
- 2.48 The suburban areas of the conservation area are characterised by large Georgian, Victorian and Edwardian villas in large planned gardens, with the villas of Marine Parade and West Bay Road set against a semi natural woodland backdrop. The trees contribute to the overall character and amenity of the conservation area and dominate the skyline of the town when viewed from across the bay.
- 2.49 Many gardens along Marine Parade and West Bay still support specimen shrubs, some of which date from the original planting of the gardens. However, they are largely devoid of specimen trees - probably due to a wish not to obstruct the spectacular views.
- 2.50 The gardens to the south of Bute Terrace are more elongated with formal planting of shrubs descending down the steep embankment to the dense tree belt along Howard Street that effectively screens the Georgian villas in these plots.
- 2.51 The gardens to the late Victorian and Edwardian villas to the north of Bute Terrace follow the later suburban pattern of Marine Parade and West Bay Road. The exception to this is the notable Scots Pine specimen tree within the private front garden of 11 Bute Terrace. Adjacent to this is Cumbrae Parish Church which is surrounded by a belt of mature trees which frame the church's clock tower.

- 2.52 The backdrop of the town is a mix of raised beaches, embankments and bluffs. These in part retain their semi natural woodlands but have also been overlaid with the feus, villas and gardens of the first suburban extension to the settlement as well as the designed landscape of the Cathedral of the Isles and Garrison House. This fringe in turn gives on to a more open pastoral and agricultural setting that is compartmentalised by hedgerows, small field copses and the occasional farm.

3.0 Key Issues

- 3.1 The conservation, alteration, maintenance, and re-use of historic properties and sites within conservation areas must be carried out in a careful, sympathetic manner if an adverse impact is to be avoided. A balance has to be sought between the conservation value of the townscape, historic property or site and the need for redevelopment or intensification of use. The objective, with existing historic fabric, should be to find a new economic use which is viable over the longer term with minimal impact on the special character of the conservation area.

Statutory and Advisory Context

- 3.2 The current national legislation for conservation areas is the Planning (Listed Buildings and Conservation Area) (Scotland) Act 1997 which provides the framework for the designation of conservation areas. The pertinent sections of the Act are Section 61 which defines a Conservation Area as "*an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance*"; and Section 63 of the Act which states that "*it should be the duty of the planning authority to formulate and publish, from time to time, proposals for the preservation and enhancement of any parts of their district which are Conservation Areas.*"
- 3.3 Additional guidance is included in Scottish Government's Planning Advice Note *PAN71 - Conservation Area Management* which complements national policy supplying further advice on the management of conservation areas. Further advice is supplied in:
- Scottish Planning Policy (SPP) February 2010
 - Scottish Historic Environment Policy (SHEP) July 2009.
 - Planning Advice Note 2/2011: Planning and Archaeology
 - Scottish Executive, Designing Places - A Policy Statement for Scotland (2001).

Local Policy Framework

- 3.4 This management plan has been adopted by North Ayrshire Council as 'Supplementary Planning Guidance' and it is therefore a material consideration in the determination of planning and listed building applications affecting the conservation area. Owners, agents, and professional advisors should therefore take account of its recommendations within their proposals from the outset.
- 3.5 Provision is made under Section 22 of the Planning etc. Scotland Act 2006 for the preparation of supplementary guidance in connection with a Local Development Plan and to provide more guidance on specific policy areas. Such guidance should be read in conjunction with the Local Development Plan, forming part of a linked series of development management tools which will safeguard the character and amenity of our built environment.
- 3.6 The proposed North Ayrshire Council Modified Local Development Plan Part 2 Detailed Plan Policies February 2013 contains Built Heritage policies and objectives.

Key Challenges identified in the Conservation Area Appraisal

- 3.7 **Loss of Architectural Detail** - Original architectural details form the key defining characteristic to the appearance and value of the Conservation area. Their retention and repair is the key criterion in the area's preservation and enhancement. Insensitive shopfront alterations including inappropriately sited roller shutters, replacement doors and windows, removal of cast iron decorative railings and gates have to some degree eroded the special character of the conservation area.
- 3.8 **Insensitive alterations and insertions** - the roofscape of the buildings in the conservation area is highly visible from across the bay. However, there have been many alterations and insensitive insertions into historic roof fabric. New dormers or even entirely new roofs to accommodate further floor space, have had an impact on the proportions of the original property. Examples include the conjoined pediment of 10, 11 and 12 Guilford Street where an insensitively enlarged window and associated dormer have unbalanced the proportions of the symmetrical Georgian elevation.
- 3.9 **Use of Inappropriate materials** - Whilst some of the historic fabric is in good condition where modern materials have been introduced for purposes of repair this has led to a loss of the special character of the conservation area. Examples include the endemic replacement of timber sash and case windows with unsympathetic UPVC or aluminium framed windows of differing proportion, inappropriate render and repairs utilising cement based products or limestone and insensitive roof repairs using incorrectly sourced slate or other roofing products.
- 3.10 **Gap sites** - the strong sense of spatial enclosure that characterises the original Georgian Planned town and later urban extension of the New Town is undermined by gap sites in two locations. While one has been attractively landscaped the second has a negative impact and presents a threat to the integrity of the Conservation area
- 3.11 **Public realm** - the impact of traffic management schemes including road markings, traffic signage as well as road and pavement maintenance has a significant effect of the special character of the conservation area.

Key Issues Arising from Conservation Area Appraisal

- 3.12 Historic places are a product of a process of refinement and change over generations to meet the needs of existing populations. Pressure for change can, however, present difficult issues which can erode the special character and distinctiveness of a place. Economic changes, population movement, and other issues can result in obsolescence, neglect and deterioration of the physical fabric and erosion of their character and distinctiveness. Change, however, can also provide opportunities for intervention and enhancement. Understanding the dynamics of an historic environment is therefore important in securing its future.
- 3.13 Five key issues have been identified as part of the development of a conservation strategy for Millport:
- 3.14 **Development and Change** - Any conservation area can be harmed by inappropriate or insensitive development. In a conservation area such as Millport however, insensitive demolition, or inappropriately scaled or designed new buildings

or extensions and alterations to existing properties can have a disproportionately adverse impact because it is comprised of a mix of both tight enclosed streetscapes contrasted with more sinuous roads along the edge of Millport Bay which provide frequent views of individual properties.

3.15 Great care will be required to either avoid demolition in the first place, or in the massing, design and scale of any new buildings or proposed extensions both within and adjacent to the conservation area. Care is needed so as to ensure that no adverse impact occurs in terms of either the erosion of the contiguous urban wall of buildings that comprise the original planned town and New Town extension, or development that could impinge on the rhythm and spacing of detached villas in the Bute Terrace, Marine Parade and West Bay sections of the conservation area. Particularly sensitive sites include:

- The public toilets and former Pier offices and stores on the Old Pier - highly visible but in poor condition and in need of investment.
- The gap site occupying the location of the former cottages at 37-35 Cardiff Street at the junction of Cardiff and Crawford Streets.
- The gap site between 14 and 18 Miller Street, extending through to 6 Crawford Street.

3.16 Alterations to historic fabric also require consideration and sensitive thought. The roofscape of the conservation area is highly visible from across Millport bay. However, there have been many alterations and insensitive insertions into historic roof fabric. New dormers or even entirely new roofs to accommodate further floor space, have had an impact on the proportions of the original property. Examples include the conjoined pediment of 10, 11 and 12 Guilford Street where an insensitively enlarged window and associated dormer have unbalanced the proportions of the symmetrical Georgian elevation.

3.17 Roof top extensions and new dormers within the conservation area require thought so that the proportions of the original building are not eroded thereby undermining the special character of the conservation area.

3.18 **Ownership, management, and use** - Maintenance and enhancement of the quality of the economic and social fabric of the historic environment is vital if it is to be passed on in good order to future generations. Derelict and underused buildings together with gap sites can all contribute to economic blight and act as a barrier to regeneration. This has resulted in the identification of four Millport buildings on Scotland's Buildings at Risk Register as being at risk due to vacancy:

- **12 Crichton Street** - a B listed two storey, 3 bay Georgian townhouse from the late 18th century which has significant problems to roof, building fabric and windows, including structural issues. It is effectively a shell.
- **7 Miller Street** - an unlisted, either roofless or with dilapidated flat roof 3 bay single storey building. It is currently boarded up, unmaintained and in poor condition.
- **The East Church on Glasgow Street/George Street** - an unlisted but prominent local landmark dating from 1857. The Church halls fronting onto George Street are abandoned with the rear half of its roof in poor condition. There are possible structural issues at the wall head facing George Street. The bellcote above the

south gable of the former Church has lost its louvers and the tracery within the lancet arch housing the bell is missing.

- **The Garrison Stables, 3 Clifton Street** - 'B' Listed former stable blocks that sits within the curtilage of Garrison House. Two buildings interlock to form a courtyard.

3.19 In addition there is a further building that, though it is in reasonable condition, merits attention due to loss of original architectural detail:

- **1 to 6 Stuart Street** - the unlisted former Cumbrae Hotel. The older west wing of the building has lost its architectural detail.

3.20 The appraisal also considers two further potential priority buildings:

- **Cumbrae Parish Church** - prominently sited on the Millport skyline the building has roof and structural problems and the congregation are actively seeking to build a new church elsewhere in Millport i.e. it is at risk of redundancy.
- **Town Hall** - an imposing if architecturally understated property overlooking the Garrison House grounds. There is some doubt regarding its future and some fabric repairs are clearly likely to be required in the short to medium term.

3.21 In addition prevailing economic and social issues have led to significant levels of vacant and underused retail and commercial properties at ground floor level within the Stuart, Guildford, Glasgow and Kelburn Street retail core of the town. The current approach to solving this problem is to convert former retail units to domestic use. While this solves the problem of vacancy it may be self defeating in that the number of former retail units is now approaching a threshold where certain retail areas are increasingly fragile. The parade of shops has grown patchy and thinner, leading to loss of custom. This has a detrimental impact on both Millport's conservation area and economy.

3.22 Key areas for action include Glasgow Street where, though there was a significant parade of shops, pubs, cafes and food outlets for much of the 20th century, very few retail units remain. It may be that for Glasgow Street the threshold has already been passed and efforts should focus on ensuring that the retail parade on Stuart and Guildford Streets is not similarly eroded.

3.23 **Physical condition** - One of the greatest threats to any heritage site is loss of primary fabric through decay and damage thus reducing the authenticity of the site. The condition of the buildings varies significantly on a property-by-property basis and although there are numerous examples of well-maintained repaired structures, there are also some in a much poorer state. The survey has identified four underlying threats to the historic fabric:

- A general lack of maintenance over an extended period.
- Inappropriate or ineffective modern repairs such as widespread use of cement pointing and proprietary stone repair products.
- Building fabric which is approaching or has reached the end of its natural life, and which now requires significant repair work.

- Loss of architectural details, for example replacement of original timber widows with modern plastic substitutes, the loss or poor repair of traditional shopfronts and
 - the introduction of unsympathetic modern shopfronts or inappropriate signage.
- 3.24 **Public Realm** - The existing streetscape including road and pavement maintenance, design and coordination of street furniture, lighting, signage, and car parking all have a significant impact on the character of the area.
- 3.25 **Landscape** - Mature trees are an important element of the Conservation Area, making a positive contribution to views within and across Millport as well as amenity and environmental value. Age and limited management in some areas of the town has taken its toll. Particular issues include:
- There is considerable scope around Millport to undertake planting of individual boundary and parkland/field trees to replace those that have been lost or are approaching the end of their useful lives.
 - There is considerable scope to carrying out a programme of crown lifting and thinning out of branches to trees at key locations such as the allee on Churchill Street which is so densely overgrown so as to obscure views to Cumbray Parish Church.
- 3.26 **Understanding** - Consultation undertaken during the course of this study indicated that the history and value of both the individual buildings and the wider townscape is poorly understood. A further problem, and one which affects the whole of the country, is a poor understanding of how historic sites should be sensitively maintained and adapted to modern use. It is this wider educational problem which fosters much of the incremental damage which we see throughout the historic environment.
- ## Consultation Process
- 3.27 Community Consultation took place on 7th August 2013 with key stakeholders and members of the community. The meeting involved a presentation describing North Ayrshire Council's proposal to submit a Stage 1 bid to Heritage Lottery Fund to potentially operate a Townscape Heritage Initiative (THI) in Millport and explain how this process would involve the production of both a Conservation Area Appraisal and a Conservation Area Management Plan.
- 3.28 The hour long presentation took the audience through a brief history of Millport, outlined the reasons why the conservation area had been established and what the problems and issues were within the conservation area. The THI bid team explained to the attendees that the bid offers the opportunity to receive funding from the Heritage Lottery Fund and if successful could include the introduction of a small grants scheme for private property owners, focus on a number of key priority buildings in Millport and improvements to the public realm.
- 3.29 Further to the presentation there was a question and answer session on issues within the conservation area such as controlling the proliferation of satellite dishes and questions about how the grants could be applied for and what were the conditions.
- 3.30 The presentation was attended by 20 people and was well received. It was followed by a two hour 'Walk and Talk' - a guided tour around key buildings, streets and

spaces within the Millport Conservation Area. This helped generate discussion amongst all participants about the condition of buildings and public spaces in Millport.

- 3.31 The event will be followed up by a further consultation meeting to allow residents to have further commentary on the final draft CAMP document.

4.0 Strategic Objectives

- 4.1 The historic environment is a finite and non-renewable resource. Maintaining and enhancing the economic and social fabric of the historic environment is vital if the variety, quality and special characteristics of this resource is to be sustained for future generations. Avoiding the neglect and loss of built fabric and promoting the efficient use and reuse of land and buildings within the historic environment are the two key ways of achieving this.
- 4.2 In order to do so, the Conservation Area Management Plan has identified eight strategic objectives:
- **CAMP 1.0** Specifying the criteria that will be applied to proposals for the alteration, extension, demolition or reuse of listed buildings and for important unlisted buildings within conservation areas in order to ensure that their value is not adversely affected by inappropriate change.
 - **CAMP 2.0** Identifying tests that will be applied to development proposals within the conservation area, within the curtilage of listed buildings, and backland areas which may have an impact on the character of the individual properties and the townscape generally.
 - **CAMP 3.0** Highlighting opportunities for producing relevant guidance to assist developers which may include development briefs, design guides and character appraisals. This will include support for existing uses and measures to encourage reuse of empty properties.
 - **CAMP 4.0** Outline proposals for the preservation and enhancement of the wider townscape including recommendations for upgrading of the streetscape, management of existing planting, and opportunities for the reintroduction of missing features. This will include an Article 4 direction and robust enforcement policy in order to minimise the risk posed by unauthorised works.
 - **CAMP 5.0** Providing a range of resources to support the effective conservation of the historic townscape including, where appropriate, financial assistance together with technical support and guidance for property owners.
 - **CAMP 6.0** Supporting the need to identify, survey, schedule all significant sites, structures, buildings, landscapes and battlefields of archaeological or historical interest in or around the study area, and ensure that all archaeology is retained, protected and preserved in situ within an appropriate setting.
 - **CAMP 7.0** Supporting the understanding, interpretation and conservation of the study area through an appropriate programme of education and outreach.
 - **CAMP 8.0** Providing for the establishment of appropriate consultation and review mechanisms

Conservation Guidelines

- 4.3 This section of the conservation area management plan sets out the steps which North Ayrshire Council will take to deliver the strategic objectives set out previously. It sets out 17 recommendations. These should be read in conjunction with key sections of the North Ayrshire Council Modified Local Development Plan (February

2013) and key North Ayrshire Council Supplementary Planning Guidance, in particular:

Local Development Plan

- Policy TC1: Town Centres
- Policy HE 1: Conservation Areas
- Policy HE 3: Listed Building Restoration
- Policy HE 4: Scheduled Ancient Monuments and Archaeological Sites
- Policy ENV 8: Coastal Zone
- Policy ENV 11: Aquaculture

Supplementary Planning Guidance

- Rural Design Guidance
- Design Guidance - Single Houses in Rural Areas
- Coastal Design Guidance
- Neighbourhood Design Guidance
- Town Centre Design Guidance
- Advertisement Policy
- Advice Note - Window Design for Conservation Areas & Listed Buildings

4.4 For each of the strategic objectives there is a section which outlines the AIMS, a section of the specific ISSUES, and then a section on DELIVERY, which identifies short (up to 12 months), medium (one to two years) and long term (up to five years) periods. The degree to which DELIVERY is implemented is going to be dependent on resources.

CAMP 1.0: Alteration, extension, demolition or reuse

4.5 The AIM of this recommendation section is to encourage high quality, contemporary design in a variety of scales and styles appropriate to the conservation area without introducing an unduly prescriptive design style as this might dilute the mix of building form along the principle streets within the town centre core of the Conservation Area or detract from the quality, and setting of the individual villas within the more suburban sections of the Conservation Area.

4.6 It is acknowledged that Development over the last 25 years has not adopted a consistent approach and a variety of styles have been employed over this time, some of which are of variable quality. By proposing these policy guidelines North Ayrshire Council is seeking to gradually improve the overall character of the area over the next five to ten years. It will be a gradual and incremental approach that will take its cue from the guidance already outlined in the Supplementary Planning Guidance:

- Rural Design Guidance
- Design Guidance - Single Houses in Rural Areas
- Coastal Design Guidance
- Neighbourhood Design Guidance
- Town Centre Design Guidance

4.7 Amongst the ISSUES which will be considered in determining any such applications will be:

- **The position of the application site** - How prominent is the site within the streetscape and is it visible on key approaches within the conservation area? What contribution does it make to the overall character of the conservation area?
- **Quality of buildings** - Are the buildings on the site and immediately adjacent substantially unaltered, or a particularly good example of their type? What are the principle elevations and how will the proposals affect them?
- **Rhythm and Massing** - Does the proposed design respect the rhythm of the existing feus, the varied massing of the conservation area, and reinforce the street line? If the backlands of a site are important, do the proposals maintain the historic land use pattern?
- **Design Approach** - Whilst small scale alterations may adopt the palette of materials and finishes of the original building, it is anticipated that high quality contemporary design will be used for larger works but they should reflect the overall character of the area through careful use of materials and textures. New work must meet the tests for high quality contemporary design set out in the Supplementary Design Guidance.
- **Service Infrastructure** - Works such as services (for example satellite dishes or telecommunications) can have a disproportionate impact on the integrity of both existing and proposed works and should not be ignored. What fixtures are likely to be needed and would they have an adverse impact, are they necessary, can they be better located, and do alternative locations exist?

4.8 It is anticipated that DELIVERY of this recommendation will begin for all applications submitted following adoption of the conservation area management plan. The area of greatest priority will be the Crichton Street to Kelburn Street corridor, however consideration will also be given to Secondary link streets and those backlands areas along Howard and George Streets which are visible from the Promenade.

Recommendation CAMP 1.1: North Ayrshire Council will ensure that the design and construction of any alterations to historic buildings or townscape will seek to reconcile the new to the old so that the significance of the old is preserved and enhanced, not diminished. In order to achieve this objective, North Ayrshire Council will seek to ensure that:

- (a) The original historic building is the focus in any development scheme. Alterations and extensions to existing buildings are informed by the existing character, form and special qualities of the building.
- (b) All alterations, extensions and new structures are well designed and of a quality commensurate with the historic buildings and the character of the site.
- (c) New work to existing buildings does not imitate original work so closely that new and old become confused. Substantial alterations and insertions might have a strong character of their own while minor works should not draw attention to themselves and should be of high design quality, "of their time", and complement rather than parody existing buildings.
- (d) The exception to (c) may be made in the case of shopfront enhancement. Where an existing shopfront is unsympathetic, and there is sound research and physical evidence of what was once there, it is often possible, and appropriate, to reinstate the earlier frontage.
- (e) New utilities, mechanical and electrical services are planned to minimise their impact and avoid damage to any building fabric, features, artefacts, historic services or below ground archaeology of significance.
- (f) The design of major new extensions or alterations involves wide ranging consultation with statutory planning authorities, specialist amenity societies and other stakeholders.

Recommendation CAMP 1.2: Major development proposals affecting listed buildings or adjacent sites will be accompanied by a conservation statement or management plan undertaken in accordance with Historic Scotland guidance and comprising.

- (a) A desk assessment of all available information regarding the historical development of the site, structure or building, including date of construction, notable alterations, former uses or historical associations, and archival data from NMRS, SCran, North Ayrshire Council and other bodies.
- (b) An appraisal of the existing property including all existing buildings and the upstanding remains on the site by means of drawings and photographs, identification and dating of the historic fabric within the property, and identification of historically or architecturally important elements therein.

- (c) Details of consultation with key stakeholders including Historic Scotland, and amenity bodies such as Scottish Civic Trust and local Millport amenity societies.
- (d) A detailed design statement setting out the underlying design approach, the designer's response to site specific and development brief issues, an assessment of the impact upon the heritage resource (for example loss of, or alteration to, historic fabric), and any appropriate mitigation measures proposed to obviate damage to the historic environment.

North Ayrshire Council will develop a model brief/plan which applicants can use in order to ensure a consistent approach to the scope and format of such statements/plans and thereby expedite determination of associated development applications.

Recommendation CAMP 1.3: There will be a presumption against demolition (including substantial partial demolition or facade retention) of any buildings within the conservation area constructed prior to 1945, including outbuildings and associated permanent structures within backlands areas. Due to their location within an area of potential archaeological sensitivity, demolition of structures dating from after 1945 might justify the attachment of condition(s) requiring archaeological mitigation even if their demolition raises no other issue.

Proposals for demolition will not be considered in the absence of a detailed assessment/appraisal that reflects Scottish Historic Environment Policy demonstrating to the satisfaction of North Ayrshire Council that the building cannot be retained in accordance with North Ayrshire Council's emerging Modified Local Development Plan (issued February 2013) Policy HE1 Conservation areas and that the replacement will be of a standard at least commensurate with the original. Demolition must not begin until contracts have been let for the approved development.

Where a building is considered to be in a dangerous condition then advice will be sought from North Ayrshire Council building control department prior to reaching a final decision. In such circumstances the preferred approach will be to first secure the site against public access, if practicable, rather than demolition pending agreement of a way forward. Where feasible a record of a structure should be made prior to demolition.

CAMP 2.0: Assessment of Development Proposals

- 4.9 The AIM of this policy guidance section is to encourage high quality, contemporary new-build design to a variety of scales and styles appropriate to the conservation area but still without introducing an unduly prescriptive design style which might dilute the special qualities of the four different character zones identified within the Millport Conservation Area.
- 4.10 The ISSUES and criteria applied to the assessment of such applications will mirror those set out at CAMP1.0 however due to the impact which a large new-build development can have on an established conservation area the level of detail

considered will be greater. Applicants will be encouraged to carry out pre-application consultation with North Ayrshire Council and other groups in order to ensure that the design is focussed from the outset. Applicants will also be encouraged to refer to the design principles outlined in the Supplementary Planning Guidance:

- Rural Design Guidance
- Design Guidance - Single Houses in Rural Areas
- Coastal Design Guidance
- Neighbourhood Design Guidance
- Town Centre Design Guidance

4.11 DELIVERY of this recommendation will begin for all applications submitted following adoption of the conservation area management plan and will apply throughout the conservation area, including renewal of extant consents.

Recommendation CAMP 2.1: North Ayrshire Council will provide clear, concise guidance for the design and construction of any new buildings within the Conservation Area. This will include:

- (a) Indications as to which sites are considered suitable for development and redevelopment, together with the types of uses which might be acceptable.
- (b) General design guidance as to appropriate styles, forms, and materials of construction.
- (c) Site specific design briefs for key sites incorporating inter alia details of acceptable use(s), massing, scale, building lines, and where appropriate overall form.

Recommendation CAMP 2.2: The following development principles will be applied regarding the design and construction of any new structures within the conservation area:

- (a) All new building or extensions should be limited to development which benefits the regeneration of the conservation area as a whole or otherwise supports the policies and objectives of the conservation plan.
- (b) Permission will not generally be granted for new buildings or new or intensified uses which could be housed to optimum effect within vacant historic buildings within the conservation area.
- (c) All new structures should be well designed, and of a quality at least commensurate with the historic buildings and the character of the site. The design should be informed by the inherent character, form and special qualities of the existing historical building.
- (d) New buildings and structures should not imitate original work so closely that new and old become confused. Substantial buildings or structures

might have a strong character of their own while minor works should not draw attention to themselves. All work should be of high design quality, “of their time”, and complement rather than mimic existing buildings.

- (e) New developments should respect historic building plots, respect building/facade lines, and maintain historic street patterns. When inserting new developments particular care should be taken to respect the various qualities of each of the four identified character zones (The Urban Spine, the Suburban Extensions, the Designed Open Spaces, the Old Harbour and Promenade). Where already diluted by modern alterations, new developments should generally seek to restore the original relationship and hence contribute to the heritage focus of the conservation area.
- (f) The design of major new structures should involve wide ranging consultation at an early stage in the process with the statutory planning authorities, specialist amenity societies and other stakeholders.
- (g) All applications will be submitted with a detailed design statement incorporating a conservation statement as set out at CAMP1.2.

CAMP 3.0: Regeneration

- 4.12 The AIM of this policy guidance section is to provide support for existing uses within the conservation area and encourage reuse of empty or underused properties in order to reinforce the character of the conservation area and minimise neglect of buildings.
- 4.13 North Ayrshire Council recognises that the seasonal nature of the tourist sector and depressed economic conditions at the time of writing, together with the relatively close proximity to Millport of regional and national retailing centres in Largs and Glasgow, raise particular challenges in maintaining a broad economic base and thus avoid vacancy of retail space. A flexible approach will be required to assist existing buildings and existing uses, encourage new uses in vacant premises and possibly realigning the retail provision to different, and more profitable, niche markets.
- 4.14 ISSUES which North Ayrshire Council will consider in determination of such applications will include:
 - Whether a greater degree of extension and/or alteration to existing buildings than might normally be acceptable would be considered if it can be adequately demonstrated that there is a site-specific requirement which will support an established economic use in the longer term.
 - Whether such greater intervention might similarly be acceptable where it allows a building which is not capable of economic use to be brought back into productive occupation. Has the applicant demonstrated that all reasonable steps have been taken to market the building in its current condition and that such alterations are essential?
 - Has the applicant demonstrated a balanced approach to key heritage interests, maintaining features of greatest significance and managing change to the minimum required?

- Is there the possibility to review requirements for parking or amenity space which might otherwise prevent reuse of a building, working closely as required with North Ayrshire Council Roads and Building Standards?
 - Would proposals for new development for commercial or retail purposes outwith the conservation area displace existing users and contribute to further vacancy levels?
- 4.15 DELIVERY of this recommendation will require a joint approach between a range of interests including North Ayrshire Council, business interests, and regeneration agencies. North Ayrshire Council will seek to set up a working group within 6 months of adoption of this plan and agree a co-ordinated strategy within 12 months. Recommendations CAMP 3.1 and 3.2 will be implemented from the date of adoption but may evolve operationally during this initial period.

Recommendation CAMP 3.1: North Ayrshire Council will actively encourage the identification of sustainable new uses for vacant and underused buildings and retail space compatible with their fabric, setting, character, and special interest. Potential developers should, as part of their proposals, carry out:

- (a) An assessment of the immediate and longer term impact of any proposals on the heritage value of the conservation area and the identification of any mitigative measures as may be required.
- (b) Consultation with stakeholders, the wider public and appropriate statutory authorities such as Historic Scotland in developing the proposals.
- (c) A business appraisal of any new uses proposed for the properties in the area, assessing the capital and long term revenue funding issues of the proposals, ensuring that the proposed uses are sustainable and can provide a sufficient revenue stream to maintain the property concerned in good order.

Recommendation CAMP 3.2: North Ayrshire Council will pay particular regard to the economic sustainability in the determination of consent applications within the Millport conservation area. Consideration will be given, in particular, to:

- (a) Any adverse impact of change of use from retail to residential on the retail and visitor economy within the conservation area which may act as a disincentive to business investment.
- (b) The impact of the proposed development on views to or from the conservation area including removal of or obscuring of key landmarks.

Recommendation CAMP 3.3: North Ayrshire Council recognises the range of stakeholders with an interest in Regeneration and will help establish a working group to oversee the effective regeneration of the conservation area. The functions of the liaison/management group will include:

- (a) Consultation on key aspects of the conservation area management plan including an appropriate and regular review mechanism.
- (b) Co-ordinating the work of various local and public authorities with responsibilities for the town centre generally and the conservation area in particular.

CAMP 4.0: Enhancement and Protection

- 4.16 In considering streetscape and natural heritage issues, the AIM of North Ayrshire Council is to introduce more sympathetic materials and reinforce or reinstate existing planting which has been lost. The key ISSUES for North Ayrshire Council are:
- The introduction of a more sympathetic palette of materials within the core conservation area, notably around the Quayhead and along Stuart and Guildford Streets creating a more suitable environment for pedestrians and occupiers.
 - Controlling potentially intrusive features such as signage and street furniture, avoiding excessive use of standard fixings which may detract from the character and architecture of the area.
 - Avoiding the loss of important mature planting helping define the policies of individual feus or on natural boundaries such as the embankments framing the town. Where this is not possible for management reasons, can appropriate compensatory measures be introduced?
- 4.17 It is recognised that DELIVERY will require a cross-department coordinated approach and development of publically-funded urban realm works may not be achievable immediately due to budgetary constraints. The objective will be to introduce increased planning controls for new applications immediately following adoption of this plan, but with pro-active improvements following as funding permits.

Recommendation CAMP 4.1: Detailed proposals for the townscape and hard landscaping within the conservation area must also be based upon a comprehensive analysis and heritage impact assessment of proposals on a case-by-case basis, however In general terms North Ayrshire Council will seek to:

- (a) Ensure that key vistas are maintained, framing and reinforcing existing views and streetscapes together with restoration of the townscape where damaged through, for example, inappropriate new development or demolition.
- (b) Remove clutter and inappropriate street furniture where it has an adverse impact on the character and amenity of the conservation area, for example where it blocks key views or impinges upon important historic properties.
- (c) Incorporate pedestrian-friendly access, or shared surface, in particular within the Quayhead area.
- (d) Maintain the existing, largely historic balance of soft and hard landscaping and take full account of the adverse impact which broad-brush redevelopment could have on an important urban landscape.

Recommendation CAMP 4.2: North Ayrshire Council will build upon the recommendations of this conservation area management plan, and consider the development of a townscape/landscaping masterplan setting out a framework for future works within the Conservation Area. This should be agreed with all relevant stakeholders, including Historic Scotland, prior to implementation.

- 4.18 In implementing this conservation area management plan, the AIM of North Ayrshire Council is to have a clear and robust toolkit of powers which can be applied. The main issues which North Ayrshire Council will consider in developing such a toolkit will include:
- Measures to ensure that unauthorised development does not occur and that where works commence, they are identified at an early stage and remedial operations put in hand.
 - Steps to minimise the risk that buildings will fall into significant disrepair whereby their character and use might be adversely affected.
 - Reducing the scope for inappropriate permitted development through the use of an article 4 direction.
 - A clear and realistic strategy for enforcement.
- 4.19 North Ayrshire Council already has procedures in place addressing some of these issues. It is therefore anticipated that a revised and coordinated guidance suite will be put in place within 12 months from the date of adoption

Recommendation CAMP 4.3: North Ayrshire Council will carefully select the right tool from its statutory powers to prevent further deterioration, decay and inappropriate repair of properties within the conservation area, including:

- (a) The implementation of a regular monitoring/assessment programme of all properties within the conservation area in order to identify any areas of deterioration or concern.
- (b) The serving of repair notices setting out such works as are reasonably required to maintain or return properties to a structurally secure, wind and watertight condition in accordance with sections 42-45 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997.
- (c) The carrying out of emergency repair works as required for preservation where an owner refuses to do so, recovering such sums as are expended, all in accordance with sections 49, 54, and 55 of the 1997 Act.

- (d) As a last resort, the compulsory acquisition of listed buildings in need of repair, including such land as might be required for the works or for preservation of the building, in accordance with sections 42, 43, 54, and 55 of the 1997 Act. In this regard, where an owner has deliberately allowed a property to fall into disrepair in order to secure its demolition and thereafter realise the development value of the site then consideration will be given to an application to the Sheriff for minimum compensation to be paid.
- (e) The use of Amenity Notices under Section 179 of the Town and Country Planning (Scotland) Act 1997.
- (f) The publication of clear, specific enforcement policy and how North Ayrshire will apply it to the Conservation Area.

- 4.20 Ordinarily, small scale developments such as extensions and alterations to dwelling houses, stone cleaning, and painting may require permission. In Conservation Areas permission for these developments is always required.
- 4.21 Article 4 Directions can further reduce these rights and are an effective mechanism for controlling the gradual proliferation of relatively minor alterations to buildings which can cumulatively lead to the erosion of the reasons for designating areas. The making of an Article 4 Direction does not preclude such development from taking place, but does bring it within the local planning authority's control.
- 4.22 The November 2011 enactment of the Town and Country Planning (General Permitted Development) (Scotland) Amendment Order 2011 removed permitted development rights for householders in all conservation areas throughout Scotland. This includes enlargements and alterations to dwelling houses. The new restrictions are covered in a series of Classes (Class 1A, 1B, 1C, 1D, 2A, 2B, 3A, 3B, 3C, 3D, 3E and 4A), outlined in Part 1 and Part1ZA of the schedule accompanying the amendment. The new classes are substitutes for the restrictions outlined in the previous classes 1- 6 which accompanied the Town and Country Planning (General Permitted Development) (Scotland) Order 1992. The wording of the new classes supplies greater protection for conservation areas in Scotland. Nevertheless further controls will still be required for the erection of gates/walls/fences/and access ways (classes 7 and 8), temporary buildings and uses (classes 14-15), and development by local authorities (class 30). These would all be appropriate for Millport. An Area of Special Advertisement Control may also be appropriate.
- 4.23 The Scottish Government is currently considering extending permitted development rights to a range of domestic and small-scale non-domestic microgeneration equipment, for example the installation of solar PV or thermal equipment or roofs however it is not anticipated that this will extend to conservation areas.
- 4.24 North Ayrshire Council is committed to encouraging greater use of renewable energy sources within the built environment but recognises that not all sites may be suitable. It will therefore monitor the emerging permitted development rights and, if required, include these in the proposed Article 4 Direction to ensure that the conservation area and key views (from example north from Bridgend to the centre of the town) are not adversely affected.

- 4.25 Essential public services such as telecommunications or electrical supply requires equipment such as transformers, overhead lines, and substations. This is currently permitted development (class 40, 43A, 68) North Ayrshire Council will consider whether such works on or immediately adjacent to the Crichton Street to Kelburn Street corridor should be included within an Article 4 Direction in order to protect the character and amenity of the core conservation area.
- 4.26 It is proposed that this will receive consideration as part of an enforcement and control policy.

Recommendation CAMP 4.4: North Ayrshire Council will bring forward an Article 4 Direction and will carry out a review in order to establish the need for further controls in respect of:

1. Erection of gates, walls, fences, and access ways.
2. Temporary buildings and uses.
3. Development by local authorities.
4. Microgeneration equipment generally.
5. Private access roads, tracks, and driveways.
6. Utility installations

North Ayrshire Council will also consider Directions for Statutory Undertakers' works within particularly significant parts of the Conservation Area. This significant area may be represented by reference to Archaeological Consultation Trigger Areas on North Ayrshire Council's GIS.

CAMP 5.0: Support for Building Owners

- 4.27 The AIM of North Ayrshire Council is to provide assistance which supports the effective conservation of the historic townscape including guidance for property owners, training for contractors, educational activities, and where possible investigation of grant funding opportunities.
- 4.28 In developing a strategy, the ISSUES identified include:
- The challenge posed by the traditional craft-based repair of work items such as stonemasonry and slaterwork, combined with a limited number of contractors able to undertake the work and the need to make owners aware of the best way forward.
 - The additional costs that may be incurred in using these traditional materials in contrast to less appropriate modern materials and the financial challenge this can pose.
 - The opportunities that a coordinated conservation strategy offers for interpretation and education, for example regarding the history of the town and individual buildings of note.
- 4.29 It is recognised that DELIVERY may not be achievable immediately due to budgetary constraints. The objective will be to introduce these measures over the next five years, working with other stakeholders and funders.

Recommendation CAMP 5.1: North Ayrshire Council will bring forward a scheme which addresses the general poor condition of the built fabric and the need for appropriate standards of care and maintenance in order to ensure that the historic fabric is protected and preserved. This will include:

- (a) The publication of clear and concise guidelines as to appropriate standards of maintenance and repair, and appropriate materials, within the Conservation Area and listed buildings.
- (b) Providing support for property owners, contractors, and professional consultants through the publication of a maintenance guide together with follow-up seminars.
- (c) The provision of grants and other financial assistance through, for example, the CARS and THI schemes as a means of encouraging owners to bring their buildings back into an acceptable condition and ensuring that there is not an unduly onerous additional financial burden due to the protected nature of the property.

CAMP 6.0: Archaeology

- 4.30 The AIM of North Ayrshire Council is to retain, protect and preserve in situ within an appropriate setting, all Scheduled Ancient Monuments and Candidate Scheduled Ancient Monuments.
- 4.31 In developing a strategy, the ISSUES identified include:
- Identification of all significant sites, structures, buildings, landscapes and battlefields of archaeological or historical interest in or around Millport
 - The surveying and scheduling of all significant sites, structures, buildings, landscapes and battlefields of archaeological or historical interest in or around Millport
 - No relaxation of the principle of preservation in situ even in 'exceptional circumstances'. A precautionary approach is proposed for candidate sites.
- 4.32 It is recognised that DELIVERY may not be achievable immediately due to budgetary constraints. The objective will be to introduce these measures over the next five years, working with other stakeholders and funders.

Recommendation CAMP 6.1: North Ayrshire Council will review all proposals against the Modified Local Development Plan Policy HE 4: SCHEDULED ANCIENT MONUMENTS AND ARCHAEOLOGICAL SITES

- Proposals for development, which would adversely affect the site or setting of a scheduled Ancient Monument, shall not accord with the LDP

- 4.33 The AIM of North Ayrshire Council is to retain, protect and preserve in situ in an appropriate setting, unscheduled archaeological heritage.

4.34 In developing a strategy, the ISSUES identified include:

- Identification of all significant sites, structures, buildings, landscapes and battlefields of archaeological or historical interest.
- Consideration, in line with current national planning policy on archaeology, of preservation in situ, unless material considerations dictate otherwise.
- Where it can be demonstrated that the preservation of the archaeological interest in situ is not possible, planning approval will be conditional upon satisfactory compliance with a programme of archaeological work, a written scheme of archaeological investigation, archaeological protection, mitigation, monitoring, post-excavation analysis and publication as required by North Ayrshire Council.

4.35 It is recognised that DELIVERY may not be achievable immediately due to budgetary constraints. The objective will be to introduce these measures over the next five years, working with other stakeholders and funders

Recommendation CAMP 6.2: North Ayrshire Council will review all proposals against the Modified Local Development Plan Policy HE 4: SCHEDULED ANCIENT MONUMENTS AND ARCHAEOLOGICAL SITES

- Proposals for development which may have an unacceptable impact on sites of archaeological significance, including industrial archaeological locations, shall not accord with the LDP.

Where it is demonstrated that the primary aim of preservation cannot be achieved, excavation and recording of the site shall be undertaken.

Development should not proceed until suitable excavation and recording has taken place.

4.36 The AIM of North Ayrshire Council is to retain, protect and preserve in situ in an appropriate setting, any archaeological heritage located on sites where the archaeological potential is unknown.

4.37 In developing a strategy, the ISSUES identified include:

- Identification - How to ensure that in all cases where archaeological potential is unknown, an archaeological evaluation is undertaken.
- For major sites archaeological obligations will typically require an archaeological appraisal, including assessment against trigger maps, desk-based analysis of historical maps and statutory records, an archaeological evaluation, including intrusive trial trenching before determination, followed by a written scheme of investigation outlining a programme of archaeological works, including fencing, access and monitoring obligations, archaeological recording, mitigation plans, the preservation, transport and accommodation of finds, post-excavation analysis, publication of results, provision of public information and management of archaeological preservation zones.

- For smaller sites in Millport , archaeological obligations are likely to be less onerous and at the smallest scale may involve only a site appraisal, evaluation and watching brief.
- 4.38 It is recognised that DELIVERY may not be achievable immediately due to budgetary constraints. The objective will be to introduce these measures over the next five years, working with other stakeholders and funders.

Recommendation CAMP 6.3: North Ayrshire Council will review all proposals against the Modified Local Development Plan Policy HE 4: SCHEDULED ANCIENT MONUMENTS AND ARCHAEOLOGICAL SITES

- Proposals for development which may have an unacceptable impact on sites of archaeological significance, including industrial archaeological locations, shall not accord with the LDP.

Where it is demonstrated that the primary aim of preservation cannot be achieved, excavation and recording of the site shall be undertaken.

Development should not proceed until suitable excavation and recording has taken place.

CAMP 7.0: Education and Outreach

- 4.39 Our historic towns, villages, and buildings offer an unsurpassed educational tool, explaining how our country developed and the importance of our heritage in creating attractive communities where we can work, live, and play. The AIM is for North Ayrshire Council to start a programme of outreach and education as part of the proposed Millport Townscape Heritage Initiative (THI) focussing on the local community.
- 4.40 In developing an outreach programme, the ISSUES identified include:
- Informing stakeholders of the development of the town, its place in the wider history of the Firth of Clyde, and the key buildings/features which merit protection.
 - A limited understanding of the planning control system and the conservation area in particular, for example boundaries and what kinds of works are likely to be acceptable.
 - Making this information available in a range of ways, for example digital media, to as wide a cross-section of the community as possible.
- 4.41 The objective will be to introduce these measures over the next two years, working with other stakeholders and funders.

Recommendation CAMP 7.1: North Ayrshire Council will bring forward an education and outreach scheme focussing on the local community which will include information on the historical, architectural, and archaeological value of the built and natural heritage resources.

Consideration will be given to wider access through a variety of media such as digital (web based) material, schools packs, evening lectures/presentations, and other activities.

Any programme will include consultation with local amenity bodies and schools.

CAMP 8.0: Monitoring and Review

- 4.42 It is recognised that Millport Conservation Area is a living place that will continue to change. Such change is managed to safeguard and enhance the special qualities, character and appearance of the Conservation Area.
- 4.43 It is important that the Conservation Area Management Plan is regularly reviewed and, where required, updated in light of changing circumstances and as more becomes known about the area. North Ayrshire Council will implement a formal monitoring programme including consultation with stakeholder groups and liaison with other statutory bodies.

5.0 Further Information

Sources of Financial Assistance

Possible sources of funding or financial assistance include:

- North Ayrshire Council Discretionary Grants including Improvement/Repairs Grant schemes.
- An application to the Heritage Lottery Fund for a Townscape Heritage Initiative scheme
- An application to Historic Scotland for Conservation Area Regeneration Scheme funding
- A submission to the Architectural Heritage Fund for Heritage Grants and Feasibility Study Grants
- European Union LEADER+ funding which is geared to the diversification of economic activity in rural areas by applying innovative, integrated and participative territorial development strategies.
- Highlands and Islands Enterprise (HIE) funding

Bibliography

General References

Millport and the Cumbraes - a History and Guide, JRD Campbell, © North Ayrshire Council 2003, Updated and Reprinted by North Ayrshire Council 2004, ISBN 1 897998 01 5

Old Millport, Andrew Clark © 2006, Stenlake Publishing Limited, ISBN 978-1-84033-376-3

Millport and the Cumbraes, Images of Scotland, Martin Bellamy © 2003, Tempus Publishing Limited, ISBN 0 7524 2790 3

Royal Commission on the Ancient & Historical Monuments of Scotland [RCAHMS] - National Monuments Record of Scotland (photographic archive and library), 16 Bernard Terrace, Edinburgh

The Buildings of Scotland Ayrshire and Arran, Rob Close and Anne Riches, Yale University Press New Haven & London, ISBN 9780300141702

Legislation and Statutory Instruments

Planning (Listed Buildings & Conservation Areas) (Scotland) Act 1997. (As amended by the Historic Environment (Amendment) Scotland Act 2011)

The Historic Buildings and Ancient Monuments Act 1953; (As amended by the Historic Environment (Amendment) Scotland Act 2011)

The Ancient Monuments and Archaeological Areas Act 1979; (As amended by the Historic Environment (Amendment) Scotland Act 2011)

Town and Country Planning (General Permitted Development) (Scotland) Order 1992, (and subsequent amendments)

Policy Context

North Ayrshire Council Modified Local Development Plan Part 2 Detailed Plan Policies February 2013

Scottish Planning Policy (SPP) February 2010

Scottish Historic Environment Policy (SHEP) July 2009.

Planning Advice Note 71: Conservation Area Management

Designing Places - A Policy Statement for Scotland (2001).

Designing Street - A Policy Statement for Scotland (2010).

Conservation

Historic Scotland's INFORM Guides are available from Historic Scotland's website. These are short leaflets which gives owners of traditional buildings information on repair and maintenance.

Useful Contacts

Advice on Planning Applications:

North Ayrshire Council
Cunninghame House
Irvine, KA12 8EE

Tel: 01294 324319

Advice on maintenance of historic buildings:

Historic Scotland
Longmore House
Salisbury Place
Edinburgh
EH9 1SH

Tel: 0131 668 8600