

From the Almond to the Esk – A Strategy for the Edinburgh Boardwalk

Planning Committee
12 Jan 2006

1 Purpose of report

- 1.1 In February 2004, Sir Terry Farrell, the City Design Champion, outlined his four city themes. In his Waterfront City theme he brought focus to the whole issue of the city's northern edge, including the concept of developing a 10-mile Boardwalk. This was a mechanism to bring positive human activity to the city's waterfront, which over the years had developed as an industrial area which precluded permeability and accessibility. At his presentation to the Council on 12 May 2005, he presented some conceptual ideas related to the notions of a boardwalk.
- 1.2 This report sets out a strategy to define, activate, safeguard and implement a proposed waterside route along Edinburgh's estuary coastline, in line with the original concept and with the city's emerging vision for the waterfront area.

2 Summary

- 2.1 Historically, the waterfront has been a source of wealth with fishing, shipping and other related industries developing over the centuries. This type of activity on the whole precluded the use of the area for leisure and recreation. In recent times, with the decline of the industrial base, attempts at regenerating the area have created considerable development pressure. The Council has advocated the use of masterplans to coordinate development activity and facilitate the creation of coherent quarters in the city. The Council must now take the lead and further coordinate development to safeguard amenity and enable 'place making' to take place.
- 2.2 The creation of a continuous route from Cramond to Portobello and beyond, linking with the existing north-to-south connections, is one of the most tangible ways of linking the different development areas and to bring a measure of coherence to the waterfront. This would be an

invaluable asset to the future communities who will live in the area, and also to the other city residents who will benefit from the waterfront amenity. With the current momentum of development, it will be possible to achieve this route, connecting the missing sections as parts of associated developments, linking features of interest and tying in to upgraded existing promenades. It will also maximise development potential by increasing the draw of this area as a destination attraction. The project accords with the Council's vision for the waterfront by providing a practical, high-profile quality facility for residents and tourists.

- 2.3 The Design Initiative has been successful in bidding for funding from CABA (Commission for Architecture and the Built Environment) for the development of an artistic approach to the boardwalk. All the major developers who operate in the area have agreed to participate in this project and will be part-funding the appointment of an artist to assist in the development of strategies and implementation plans for the whole waterfront area.
- 2.4 With the rapid rate of development along the waterfront, the window of opportunity to create the Boardwalk has a limited time-span. It is therefore expedient to adopt an initial strategy, safeguarding the line of route and setting out some basic principles, as a matter of urgency. Implementation of sections of the Boardwalk will then be rolled out as development takes place.

Main report

What should the Boardwalk do?

- 3.1 Traditionally, a boardwalk is a traffic-free walkway, found in seaside or riverfront communities, running along the water's edge and usually elevated above it. It is essentially a pleasure route, although it can serve a communication function as well. Its character tends to be more urban than a coastal pathway, and it is often a focus for leisure activities such as amusements, tourist attractions, hotels, cafés and retailing.
- 3.2 The term is of US origin, deriving from the early use of timber boarding in construction, although many American "boardwalks" have since been rebuilt in concrete and asphalt. The best known is that of Atlantic City NJ. The European equivalent is a promenade, and Britain has an extensive heritage from the Victorian period, Edinburgh's own example being the seafront at Portobello. However, the imported term projects a more positive image, without the negative connotations of a declining traditional seaside resort, so it has been adopted for this project.

Why does Edinburgh need a Boardwalk?

- 3.3 Traditionally, Edinburgh was not perceived as a sea-side capital. At one time large areas of the waterfront were physically severed from the city – Leith Docks, for instance, with its forbidding security wall, or Granton's

impermeable industrial complexes and railway embankments. Over the years, access to the coastline has improved, but is still fragmented – at present, only 9km of the whole 15km stretch is readily accessible, and it is not yet possible to traverse the entire journey from Cramond to Portobello on a traffic-free waterside route. Because of this, it is still an underused asset.

- 3.4 The Boardwalk project would provide a complete coastal walkway from Cramond to Portobello, as the central core of a route extending west to Port Edgar and east to East Lothian, using the opportunities created by new waterfront developments to achieve the completion of missing elements. The project would respond to and complement its surroundings, and would not therefore be perceived as an alien insertion into the countryside or urban fabric. It is very much a case where the whole facility is worth considerably more than the sum of the individual sections, and would act as a visitor destination in its own right.
- 3.5 Although a stand-alone project, it accords with Sir Terry Farrell's *Waterfront City* theme of the Design Initiative as developed in the emerging City Tiles concept. It is a key element in the initial vision for the Waterfront considered by Committee when it approved the Leith Docks Development Framework on 10 February 2005. It would feature in a future Action Plan for the practical enhancement of the waterfront's overall public realm; and it is supported by various Council policies including the relevant development plans (Appendix 1).
- 3.6 The Boardwalk meets many of the Council's and Community aims, in that it would:
 - provide a superb cultural, recreational and leisure resource and visitor attraction for residents and tourists
 - form a major addition to the city's high quality public realm and in particular to the Green Web concept of an integrated city-wide network, linking into existing and proposed routes including the Core Paths Network required under the Land Reform Act.
 - link the various heritage sites and places of interest along the city's coastline, and encourage the creation of new facilities and attractions within new developments
 - create a safe traffic-free route which would promote good health and fitness by encouraging increased participation in walking, cycling and sports
 - demonstrate the city's sustainable credentials along Geddesian principles of linking citizens back to their natural surroundings
 - facilitate monitoring and maintenance of the city's coastal defences
 - reinforce the economic viability of seafront facilities and businesses, encourage investment and create new employment opportunities (including part-time and youth jobs)

- afford educational and cultural activities, benefiting schools and lifelong learning initiatives
- integrate with Sustran's coastal cycle route 76 from North Berwick to Fife Ness, and in particular with current initiatives to upgrade the route through the Dalmeny Estate. It would also connect with the North Edinburgh cycle routes (mainly former railway alignments) at several places, and thence to the city centre
- provide the Cramond to Portobello section of the Forth Access Initiative's integrated 76-mile coastal corridor pathway, in which the City of Edinburgh is a partner authority
- raise the profile of the major environmental improvements which have been taking place along the coastline through the Forth Estuary Forum and other initiatives, and would encourage future projects
- offer an incentive to improve and maintain beaches to Blue Flag status
- create a unifying feature which celebrates and highlights the considerable waterfront regeneration programme
- demonstrate a practical contribution to the Interreg-funded Waterfront Communities Project.

It would also contribute to and strengthen many other initiatives within the City's waterfront area.

- 3.7 There has been concern that some of the emerging waterfront redevelopment has not provided the exciting "placemaking" quality sought for. A waterfront walkway will provide a catalyst for the creation of squares and spaces which contribute to an improved public realm, with a sense of place and identity, which in turn will stimulate architectural quality.

The Boardwalk Concept

- 3.8 Important characteristics of boardwalks are the encouragement of activity, and the sense of traffic-free spaciousness. Both are essential to the success of the walkway. In terms of activity, the waterfront itself is the primary generator – whether beach use, boating, water sports, or simply admiring the view. In some areas the Boardwalk may have a tranquil landscape character, in others it may have a more bustling "seaside" feel.
- 3.9 Enthusiasts will appreciate the Boardwalk as an opportunity for a vigorous 15km traffic-free walking, jogging or cycle route. However, to appeal to the maximum numbers of "ordinary" users including families and children, there must also be useful facilities such as food outlets, toilets, retail and appropriate leisure activities, access points, and features of interest along it to break it into manageable sections and to act as intermediate destinations and attractions. Opportunities will therefore be identified to improve existing facilities and provide new

ones, both in the upgrading of existing sections and within the new development areas. To this end, development abutting the Boardwalk will be required to offer some facilities as a contribution towards the overall proposal. Each major player will be expected to provide a Boardwalk Development Plan for those sections within their control.

3.10 The Boardwalk will be a focus for appropriate activities of interest, for active and passive recreation and leisure. These may include:

- potential for hosting major events (eg marathon and other sports events, fairgrounds, awards ceremonies) to raise the profile of the waterfront and the city
- an art trail which reflects the history of the areas the walkway traverses
- the enhancement and interpretation of heritage areas (eg Cramond, Newhaven, Portobello, Granton, parts of Leith Docks, Martello Tower)
- enhancement of existing and creation of new points of attraction and interest along the frontage (eg marina at Granton; Cruise Liner Terminal at Leith)
- the improvement and management of beaches to European standards, including provision of appropriate facilities
- the development of bathing and watersports facilities
- opportunities and interpretation for quiet activities including bird watching, wildlife, appreciation of rural character
- creation of park areas including “pocket parks” and play parks
- the provision of amusements (of both traditional seafront character and more contemporary form), fun-fairs, dance, theatre and concert venues, sporting and other appropriate leisure uses
- creation of new public places in the form of pedestrian squares with appropriate activity and facilities for shopping, eating and drinking
- for the more rural or geologically interesting stretches, opportunities for nature appreciation and interpretation
- generally, provision of seating, step-free access, linkages to public transport and car parking, shelters, kiosks, toilets and similar facilities

3.11 Many of the existing and new portions of the Boardwalk will have a substantial residential focus. Inevitably, there will be perceived conflict between residents and other seaside-type uses, especially those that generate noise and crowds – this is already an issue in Portobello, and will undoubtedly arise in the new developments at Granton and Leith. To some extent, conflict in new developments can be minimised by sensible design, but residents may have to accept (as in the Old and New Town) that their neighbourhood is a city-wide asset and not purely a local amenity, and the widest possible use of the Boardwalk facility will be encouraged.

3.12 However, it would also be sensible to look at alternative locations where potentially disruptive seafront uses could be accommodated without detriment to existing or new residential uses. One particular stretch, with an existing promenade and potentially high-quality beach facility, has been identified for possible use at Marine Gardens, and this is shown in the Seafield to Joppa map in Appendix 2.

3.13 Existing waterfront promenade facilities, with some upgrading, will be incorporated into the proposal – about 9km exist in one form or another – with around 6km of new construction required. The breakdown is as follows (with landowners and approximate distances):

existing sections:

- *public promenades* at Cramond / Silverknowes, Marine Gardens and Portobello [CEC] (5.1km)
- sub-standard *cycleways or footpaths* on existing formations at Granton Foreshore [WEL], Lower Granton Road and Fillyside [CEC] (3.3km)
- *roads* along the coastline at Starbank Road, Marine Esplanade and Seafield Road [CEC] and Western Harbour [FP] (1.3km)

missing sections:

- route around the *Granton* harbour redevelopment area [WEL and FP] (1.7km)
- route around the *Leith Docks* redevelopment area including Western Harbour [FP] (4.2km)

[CEC= City of Edinburgh Council; FP= Forth Ports; WEL= Waterfront Edinburgh]

3.14 In three places – Granton Harbour, Newhaven / Western Harbour and Leith Docks – the peninsular form of the harbour raises a strategic question of whether the Boardwalk should follow the waterfront perimeter along the breakwaters, or whether it should take a more direct route through the development and regain the waterside at the far side. Both options have some appeal, depending on user preference and intentions. It is therefore suggested that a sea-front perimeter route of promenade nature be designated as the primary route, but that an alternative more direct segregated and ideally traffic-free, pathway be provided through the site. Both routes will be subject to the same requirements for activity and creation of character spaces and nodes, but the alternative direct one could be at a slightly reduced width. As the complete seafront boardwalk will take some considerable time to complete, developers should ensure as a matter of priority that the alternative clearly-signed traffic-free route is opened as soon as possible.

Design Issues

3.15 Most boardwalks and seaside promenades have a generous provision of space, to accommodate large numbers of users – walkers, joggers, cyclists, dogs, children, seating – without overcrowding or conflict.

Although essentially traffic-free, there will be occasional need for passage of service and maintenance vehicles, and repair works, and it must be possible to accommodate these without unduly compromising the walkway function. Worldwide, boardwalks tend to vary from 6m / 8m to about 14m in width, which allows for seating, shelters, tree-planting and other obstructions. For comparison, the existing city promenades measure as follows:

- Cramond – dual pathways of approximately 6m each
- Silverknowes – single walkway 13m wide
- former Marine Gardens promenade – single walkway 12 – 14m wide
- Portobello Promenade – single walkway 7 – 9m wide

At busy times, Portobello Promenade is slightly too narrow to comfortably accommodate pedestrian and cycle traffic together with other users browsing or sitting. This suggests a preferable width for successful use of 10 – 12m, subject to local conditions, with an absolute minimum of 8m.

- 3.16 Unfortunately, most recent waterfront footway provision tends to be much less generous. The recent walkway / cycleway parallel to West Shore Road, for instance, is 4m wide; and the path on the former railway alignment at West Granton Road is 3m, potentially creating conflict between pedestrian and cycles. Footways as part of new developments tend to be particularly minimal; Leith's Western Harbour breakwater promenade, for instance, promoted as a major pedestrian route, is still largely unfinished and the completed section at Platinum Point is 4 metres wide, between steel railings. It is essential that all reservations which are part of the Boardwalk are of adequate width (normally a minimum of 8m and preferably 10m), contain no steps or severe gradient changes, are shared pedestrian / cycle surfaces without specifically delineated lanes, are completely segregated from traffic roads by landscaping or buildings (ie are not simply pavements) and, where road crossings are unavoidable, that pedestrian-priority crossings are provided with the necessary calming and signals. Sections already completed to a deficient standard will require remedial work, even where this requires for example, the removal of parking and/or vehicular traffic.

Roadside pavement sections at Starbank and Seafield Roads are only standard 2 - 3m widths, hard against heavily-trafficked roads, which make for an unpleasant pedestrian experience. Where the boardwalk route runs parallel to a vehicular traffic road, there should be separation between them, for example by at least 3 metres of landscaping.

- 3.17 On its route, the Boardwalk passes through a varied selection of Edinburgh's townscape, from historic villages to major current development sites, quiet landscaped settings, residential streets and bustling commercial areas. This variety is part of its attraction, but it is also important that there are unifying features which clearly identify it as an entity. These might include distinctive street furniture, colours and

surface treatments, and there is also a major cultural role for themed artworks and use of a motif as a “branding” function. The theme of these artworks could reflect an aspect of the city and the maritime location, and the motif should be such that it can be widely and imaginatively interpreted by artists as well as allowing incorporation into signage, street furniture etc. As an example, the declining resort of Morecambe took the opportunity of essential sea-defence repairs to initiate their award-winning Tern Project, in conjunction with the RSPB, celebrating Morecambe Bay’s birdlife and incorporating themed sculptures, pavings, artworks, and street furniture inspired by sea-birds. Funding was a mixture of Arts Council, local authorities, development agency and private developers.

The Way Forward

- 3.18 The immediate priority is to safeguard the route of the proposed Boardwalk, particularly where it passes through major areas of redevelopment. In fact, much of the route is already safeguarded or identified in one form or another (see Appendix 1), and the detailed safeguarding and identification of works set out in Appendix 2 are largely clarification of existing policy rather than introducing a new agenda.
- 3.19 Nevertheless, because of the public interest in the project, it is proposed that the route of the safeguarding identified in Appendix 2 will be subject to public consultation. The details of the route may be refined thereafter. In the meantime, because development is already taking place, the Committee should adopt the proposed safeguarding as supplementary planning guidance. Further consideration will be given to whether the safeguarding should be supported by designation in the Edinburgh City Local Plan.
- 3.20 Following confirmation of the Council’s intent to safeguard, various further studies are required to implement the policy. These include:
- a design concept and manual for the Boardwalk, including dimensions, pavings, street furniture, lighting, access etc. This manual would be used both by the Council for upgrading or constructing its own sections, and by developers and landowners for the portions of the Boardwalk lying within their developments. An outline of the contents of this Manual is set out in Appendix 3.
 - more detailed design studies for specific key areas or subjects, including those identified in Appendix 2. These studies might be part of a larger area strategy, eg at Portobello; or they could be carried forward as a detailed sub-study within a larger initiative, eg in the development and refinement of the LDDF. A specific area study directly related to the Boardwalk is Marine Gardens.
 - discussion with landowners and developers to ensure that the concept is fully understood, that masterplans, landscape plans and development proposals are upgraded to incorporate it fully, and to

discuss remedial measures for those sections already completed to a sub-standard specification.

- exploring sources of funding and sponsorship for the various parts of the Boardwalk initiative, particularly those in public ownership.

Implementation

- 3.21 A considerable part of the Boardwalk reservation is already in public ownership. These sections are generally in the form of coastal walkways or promenades. Although they can be used “as-is” in the short term, it is important for the legibility of the proposal that they are “branded” through the use of an easily recognised standard palette of paving, railings, signage, seating, shelters and other street furniture.
- 3.22 Public funding will be required to implement the provision or upgrading of sections of the walkway on public land, and various sources, including grants and sponsorship, should be explored. While complete execution of the full scheme would be preferable if funds permit, it may be that an interim implementation may be necessary in the short term to create immediate impact (eg signage, some street furniture etc).
- 3.23 Other parts are mainly within the control of a small number of major landowners, generally as part of larger comprehensive development areas. Most of these have, through master plans and outline consents, indicated some form of waterfront pathway, although details of design, width, levels and access can be somewhat vague. It is expected that sections within major developments will be provided to the full specification by the individual developers as part of the discharge of their landscape conditions of consent.
- 3.24 It is important for the waterfront that the Boardwalk route is opened in its entirety as early as possible. However, some development areas will take many years to complete. In these cases, developers will have to provide a signed alternative interim route of acceptable quality to ensure that continuity is maintained.
- 3.25 City Development would take the lead in overseeing and co-ordinating the implementation of the boardwalk, working with other Departments as necessary. A key issue will be long-term maintenance. Management arrangements that might involve the private sector will be investigated.

4 Financial Implications

- 4.1 The immediate safeguarding to protect the concept and feasibility of the project, along the lines suggested in the Appendix to this report, can be adopted immediately at no cost to the Council. The suggested additional studies, detailed in 3.18 above, could be met partly from the Department’s budget, augmented by funding from other agencies.

- 4.2 Funding for the implementation of the Boardwalk within the major development sites would normally be the responsibility of the developer. However, the upgrading or reconstruction of those sections in public ownership will clearly be a major expenditure beyond the Council's normal capabilities, and it will be necessary to discuss funding with the local enterprise body (SEEL) and other potential sponsors. Central Government support will be expected, given their acknowledgement of the international importance of Edinburgh's waterfront development and the key role of this project within it. Financing the on-going management of the Boardwalk to a high standard must also be explored, including the degree of contribution expected from the public and private sectors, including developers and subsequent occupants. These funding issues will need to be the subject of a later report.

5 Conclusions

- 5.1 The current round of waterfront redevelopment offers a unique opportunity to provide the Boardwalk facility in a structured and unified manner. Although there will be detailed implementation, design and funding issues to be dealt with, it is essential that the integrity of the proposal is assured by safeguarding the Boardwalk reservation along its entire length, as detailed in Appendix 2.

6 Recommendations

- 6.1 It is recommended that the Committee:
- (a) approves the safeguarded route for the Edinburgh Boardwalk for consultation;
 - (b) agrees in the meantime to adopt the safeguarded route and the design considerations as supplementary planning guidance;
 - (c) requests the Director of City Development to prepare a timetable for the additional studies required, bearing in mind priority and resource commitments; and
 - (d) authorises the Director of City Development to commence negotiations with other agencies and developers in respect of additional funding and/or sponsorship for the studies and/or implementation.

Alan Henderson

PP Andrew M Holmes
Director of City Development

Appendices	Appendix 1: Policies and studies supporting a Coastal walkway Appendix 2: The route in detail Appendix 3: Design Manual - Outline of Contents
Contact / tel	Stephen Hajducki (0131 529 3922)
Wards affected	5 (Cramond), 6 (Davidson's Mains), 7 (Muirhouse / Drylaw), 9 (Pilton), 10 (Granton), 11 (Trinity), 12 (Newhaven), 22 (Lorne), 39 (Portobello), 40 (Milton)
Background Papers	1) Report to Planning Committee 10 February 2005 "Leith Docks Development Framework" (Appendix 5) 2) Also see references in Appendix 1

APPENDIX 1

POLICIES AND STUDIES SUPPORTING A COASTAL WALKWAY

<i>Section</i>	<i>Length</i>	<i>Safeguarding Authorisation</i>
Cramond / Silverknowes Promenade	2.1km	Existing (CEC)
Craigroyston Rec Ground	0.6km	New safeguarding required (CEC land)
North Shore	0.6km	Llewelyn Davies m/plan [Coastal Walk]*
Lower Strand	0.6km	Llewelyn Davies m/plan [Coastal Walk]*
Granton Harbour	1.7km	Cooper Cromar Master Plan (approved)*
Lower Granton Road	1.0km	Existing (CEC)
Starbank Road / Newhaven Harbour	0.7km	Required (CEC)
Leith Docks Western Harbour	0.8km	Robert Adam Design Brief (approved)
Leith Docks LDDF Area	3.4km	Leith Docks Development Framework
Marine Esplanade & Fillyside	1.5km	Leith Docks Development Framework
Seafield Road	0.3km	Required (CEC)
Former Marine Gardens Promenade	1.0km	Existing (CEC)
Portobello Promenade	2.0km	Existing (CEC)

* *new masterplans are in preparation for these areas but have yet to be finalised and approved. The safeguarding for the Boardwalk will be incorporated into these masterplans*

1 **Edinburgh's City Vision** (adopted 2003)

The project accords with the Vision's themes, especially concerning quality of life, provision of quality public facilities, enhancing the local environment and defining Edinburgh as an international city of character.

2 **Edinburgh & Lothians Structure Plan 2015** (approved 2004)

The Project contributes to strategic aims, especially sustainability, environmental heritage, enhancing economic competitiveness, promoting a more inclusive society, enhancing the natural and built environment; and policies including TRAN1 (safeguardings for walkways / cycleways); TRAN2 (pedestrian accessibility); TRAN5 (new development to include measures to encourage foot / cycle travel); ENV2 (access to Green Belt); and ENV5 (coastal regeneration).

3 The **North West Edinburgh Local Plan** (adopted 1992) and **West Edinburgh Local Plan** (approved 2001)

includes policies in NW Plan ED5 (enhancing the foreshore); T3 (improving conditions for pedestrian and cycle movement); and E6 (improve access to open space); and in W Plan including DQ6 (new development to afford ease of movement and minimised pedestrian / cycle / traffic conflict); H4 (waterfront redevelopment to include infrastructure / community facilities / amenities); ED2 (new commercial development to be linked to pedestrian / cycle access); ED7 (enhancement of tourist facilities); T7 (provision of safe convenient and attractive segregated footpaths and cycleways); T11 (costs of transport infrastructure to be contributed by waterfront developers); and IMP3 (waterfront proposals to address infrastructure requirements including off-site facilities).

4 The **North East Edinburgh Local Plan** (adopted 1998)

seeks to extend the network of green corridors and walkways as opportunities arise. The **coastal walkway** is identified as a specific

objective, with a concern to promote further enhancement (Policy E 8). Within the plan area, some stretches of walkway / cycleway are **safeguarded** or are noted as existing routes.

The **Portobello Local Strategy Area** identifies the traffic-free promenade and sandy beach as its greatest asset, but warns that it is underused and is becoming less attractive to visitors. The Plan refers to the balance between the interests of the residential community and the commercial and visitor development required for economic revival. Areas of environmental improvement are identified along the Promenade.

- 5 **Edinburgh Local Transport Strategy** (approved 2000)
encourages the provision of convenient, safe and pleasant routes for walking and cycling and the permeability of new developments to cyclists, and gives guidance on priorities and design where these routes cross existing highways.
- 6 **Edinburgh Streetscape Manual** (approved 1995) and **Edinburgh Standards for Streets** (current consultation draft)
emphasises the importance of quality in pavings, street furniture etc and the increasing emphasis on cycle and pedestrian priority. The draft **Standards** refer to coherence in public realm to tie areas together; the need to consider visual qualities as well as aspects such as maintenance, safety and sustainability; the opportunity for a variety of materials, but related to adjoining areas; the use of timber decking as an appropriate waterfront material; railings and other waterside street furniture.
- 7 **Edinburgh Design Initiative** (implemented 2005)
The Boardwalk is central to Sir Terry Farrell's agenda for the *Walking City* and *Waterfront City*. Sir Terry's 12 May 2005 presentation to the Full Council proposed conceptual visions of the waterfront and boardwalk.
- 8 **Waterfront Granton Master Plan**, Llewelyn-Davies, (approved 2000)
adopted as part of Local Plan; includes a coastal walkway.
- 9 **Leith Docks Development Framework** (approved 2005)
indicates an east / west Coastal Walk around the perimeter of Western Harbour and thence, via a bridge, along the northern edge of the current dock area to Seafield Road. Individual area strategy plans show this as a continuous traffic-free walkway and cycleway. It links into a network of routes which connect with bus, tram and car access points, open spaces and routes to main centres.
- 10 **Forth Access Initiative** (approved 2004)
an integrated network of strategic and local routes for walking, cycling and riding in the coastal area around the Firth of Forth, including a link from Silverknowes to Portobello Promenade utilising developer contributions, as part of a 76-mile coastal "corridor" stretching from East Lothian to Stirling.

Other strategies which reference and support the Boardwalk include the Forth Estuary Forum – Way forward (1998); Vision for the Green Belt (1998); Core Paths network designation under the Land Reform Act 2003; and, more generally, the Interreg III North Sea Area initiative (2000-2006).

APPENDIX 2

THE EDINBURGH BOARDWALK: THE ROUTE IN DETAIL

1 CRAMOND to GRANTON POINT

- 1.1 The core section of the Boardwalk starts at Cramond, where it connects to the River Almond walkway, and by ferry through the Dalmeny Estate along the coastal path to Queensferry. Unfortunately the ferry has been suspended since the 2000 foot-and-mouth restrictions and the subsequent finding that the jetty was unsafe. Planning permission has been granted to re-establish the service and a grant has been offered by Scottish National Heritage, and the Forth Estuary Forum and the Dalmeny Estate are discussing what form of crossing to create. This will enable a study to extend the Boardwalk as a country path through to Queensferry and Port Edgar.
- 1.2 **Cramond / Silverknowes, The Esplanade** (2.7km): this popular public promenade links historic Cramond Village with the new Granton development area at West Shore Road. Its generous 13m width minimises conflict between cycles, walkers, children and dogs. The character is tranquil, backed by the open landscape setting of the Green Belt, which has potential for the establishment of a Country Park. The landscaping at Silverknowes is somewhat open, and would benefit from structural tree planting. There is good bus access and car parking at Silverknowes, Marine Drive being used for occasional events such as vintage bus rallies. Cramond has food and drink facilities, and there are toilets at Cramond and Silverknowes. Upgrading this portion to the Boardwalk standard will be minimal, primarily a branding exercise of signage, repaving, street furniture, landscaping and artworks. At the eastern end the original promenade turns inland, and a new section of 0.6km will be required along the waterfront alongside playing fields to an existing footpath formation.

*Summary of works required: Minor upgrading, resurfacing and integration into the Boardwalk concept; landscape planting; some new construction on existing land.
Responsibility for Implementation: City of Edinburgh Council*

Design work: landscaping plan

Additional facilities required: none at present

Safeguarding required: existing promenade including landscape setting

Current status / authorisation: existing

2 GRANTON DEVELOPMENT AREA to NEWHAVEN

- 2.1 **North Shore** (0.6km): the Llewelyn-Davies Master Plan (2000) identified the need for a coastal walk along the shore behind the present industrial properties on West Shore Road. Part of this has been provided in a rudimentary form as a westward continuation of the walkway / cycleway which drops down from Caroline Park. The route is narrow and poorly surfaced, creating a challenge for cyclists, wheelchairs and prams. The Master Plan had envisaged that, once the existing industrial properties were removed, the walkway would continue in a landscape setting similar to the existing promenade, separated from new development by a strip of wooded parkland. This concept was maintained in the approved Page & Park Layout Plan. However, the area will now be incorporated into the new Make Architects' Masterplan described under *Lower Strand* below. This Plan has not yet been endorsed by the Planning Committee, but indicates a series of quay-type developments facing the sea.

Summary of works required: Complete reconstruction and landscaping as part of major redevelopment site. Responsibility for Implementation: Waterfront Edinburgh Ltd

Design work: detailed design required

Additional facilities required: promenade; access; street furniture

Safeguarding required: 10m walkway, completely segregated from any vehicular traffic circulation

Current status / authorisation: in adopted Llewelyn Davies MasterPlan; in WEL Outline

- 2.2 **Lower Strand** (0.6m): this, the eastern section of the coastal walk envisaged in the Llewelyn-Davies Master Plan, does not exist at present – the path from Silverknowes terminates abruptly at West Shore Road. The Master Plan called for a “waterfront village” with a variety of architectural interpretations and forms, set along a spinal street with development facing the Firth. A small Centre was to be located at the crossing point where the coastal walk links to north-south routes to the local centre. The existing beach was to be improved and integrated into the development. Several subsequent layout plans have been produced for the area. Currently, Make Architects are working on a new version which has not yet been presented to the Council; however, preliminary images indicate the incorporation of a promenade, albeit with some traffic intrusion which will need to be eliminated, linking to a new square; an upgraded beach; and some commercial development. There is sufficient space between the rear of the West Shore Road properties and the seafront for a temporary walkway pending total redevelopment.

Summary of works required: Total new construction, integrated with development of foreshore village as part of major redevelopment site. Responsibility for Implementation: Waterfront Edinburgh Ltd

Design work: detailed design as part of new master plan

Additional facilities required: promenade; access; street furniture; toilets; beach facilities; commercial / leisure / retail facilities; food and drink

Safeguarding required: 10m walkway reservation, completely segregated from any vehicular traffic circulation

Current status / authorisation: in adopted Llewelyn Davies MasterPlan; in WEL Outline Consent

- 2.3 **Granton Harbour** (1.7km): at this point the Boardwalk encounters the former Granton harbour, built by the Duke of Buccleuch in 1838, and now one of the main waterfront development areas. Here, the Boardwalk will divide into two. The seaward route around the breakwater, bridging over the marina entrance and returning by the Middle Pier, is already partially indicated in the Cooper Cromer Master Plan and in the current re-working by Robert Adam Architects, although the latter plan also shows some vehicular traffic. It will be necessary for the detail proposal to be redesigned as a segregated traffic-free seafront walkway that is not compromised by use for access traffic or parking. Neither of the master plans shows any explicit proposals for a waterside walkway down the east side of the harbour, and this (including a section to pass the Elphinstone Granton Square development on the seaward side) will be required as part of the finalised master-plan. As the waterfront route will take some time to complete, an alternative cut-off route should be provided more directly through the development, again in the form of a segregated walkway. Both routes should include facilities and points of interest. Because alternatives are offered, the width of the boardwalk may be reduced.

Summary of works required: Total new construction as part of major redevelopment site. Responsibility for Implementation: Forth Ports with contributions from individual site developers

Design work: detailed design as part of new master plan, including east side waterfront route

Additional facilities required: promenade; access; street furniture; toilets; commercial / leisure / retail facilities; food and drink

Safeguarding required: Breakwater route: 8m walkway completely segregated from any vehicular traffic circulation Internal route: 6m min footway/cycleway (not shared with vehicular traffic) through site

Current status / authorisation: in adopted Llewelyn Davies MasterPlan; in FP Outline Consent. New safeguarding required down east side and around Elphinstone development

- 2.4 **Lower Granton Road** (1km): the former alignment of the 1846 Trinity to Granton extension of the *Edinburgh Leith and Newhaven* Railway, closed in 1987 and the embankment subsequently removed. The formation is 11m wide at its western end, widening to 30m at Trinity Road; largely grassed, with a narrow 3m footpath beside the sea wall. The footpath will have to be upgraded to a full promenade along its whole width. The reservation will also have to accommodate the tramway alignment, as well as addressing the inadequacy of the present road by providing resident and visitor parking bays. At the western end, the Boardwalk may therefore need to be on and beyond the site of the present sea wall and the sloping masonry sea defences. There is an opportunity for a designed public space at Trinity Road.

Summary of works required: New walkway over shoreline; works to integrate with tramway formation. Responsibility for Implementation: City of Edinburgh Council / Tram consortium

Design work: detailed design including engineering structure in conjunction with TIE / tramway consultants; environmental impact assessment in respect of foreshore construction; highway design for road improvements; spatial study for Trinity Road urban space

Additional facilities required: promenade; access; street furniture; and at Trinity Road Square, possible toilets; food and drink

Safeguarding required: existing formation + sufficient seaward reservation to create 8m walkway, segregated by the tramway reservation from general vehicular traffic

Current status / authorisation: existing seafront walkway CEC

- 2.5 **Starbank Road & Newhaven (0.7km):** this is the main pinch point of the route, with the Boardwalk and the proposed tramway sharing the congested residential Starbank Road linking Granton to Leith, all in a corridor 11 metres wide. As development on the waterfront increases, this road will become even busier, requiring additional measures for residential parking and amenity. A long term solution may require a structure cantilevered out over the foreshore. Newhaven harbour will require a special design solution.

Points of Interest: Old Chain Pier; Newhaven Harbour; Newhaven Village; Starbank Park

Summary of works required: Complete reconstruction and landscaping. Responsibility for Implementation: City of Edinburgh Council / Tram consortium

Design work: detailed design including engineering structure in conjunction with TIE / tramway consultants; environmental impact assessment in respect of foreshore construction; highway design for road improvements; spatial / conservation study for Newhaven Harbour

Additional facilities required: promenade; access; street furniture; at Newhaven toilets; commercial / leisure / retail facilities; food and drink

Safeguarding required: existing formation + sufficient seaward reservation to create 8m walkway and tramway reservation from general vehicular traffic

Current status / authorisation: existing highway

3 LEITH DOCKS – WESTERN HARBOUR to SEAFIELD

- 3.1 **Leith Docks** (4.2km): this is the largest regeneration area on the waterfront. A seafront perimeter pedestrian / cycle route is identified in the Leith Docks Development Framework, running along Western Breakwater, bridging across the harbour mouth to the beach along the north side, and thence along the waterfront to Seafield. A few parts of this alignment have already been constructed, unfortunately to a specification of only 3-4 metres at Platinum Point. Remedial work will be required to bring the Boardwalk up to an acceptable standard, by making use of areas presently used as on-street parking. The remainder of the revised Western Harbour master plan must ensure continuation up to the proposed bridge. Ultimately, this will provide the full Boardwalk alignment. However, full completion will take at least 15 years, so an alternative more direct route will also be required. This would make use of elements of the footpath network defined in the LDDF, and would run from Western Harbour to Ocean Terminal, Victoria Dock, Victoria Bridge, Albert Dock and Constitution Place, gradually extending eastwards as development advances. Some of this work could be carried out in conjunction with the design of the tramway reservation. In the meantime the eastern link to Marine Esplanade could be completed through the lorry park and by re-opening the section of Albert Road currently used exclusively by Forth Ports or alternatively may make use of the quayside areas along Albert Dock and Edinburgh Dock.

Summary of works required: Complete construction and landscaping as part of major redevelopment site. Responsibility for Implementation: Forth Ports + individual developers

Design work: detailed design for alternative route. Design for remedial work at Tennis Centre / Platinum Point. New Western Harbour master plan to incorporate requirement. Landscape plan for LDDF to develop details.

Additional facilities required: promenade; access; street furniture; toilets; beach facilities; commercial / leisure / retail facilities; food and drink

Safeguarding Required: min 10m perimeter walkway completely segregated from any vehicular traffic circulation. Also min 6m alternative route, up to 12m where possible, segregated from vehicular traffic.

Current status / authorisation: Western Harbour outline consent; LDDF

- 3.2 **Marine Esplanade & Fillyside** (1.5km): this section exists in rudimentary form but is almost completely unknown to the public. The sea-wall is substantial and is of relatively new construction. The first part (0.4km) is currently the narrow northern pavement of Marine Esplanade; vacant land exists to relocate the road to the south for a wider segregated promenade. At Fillyside, a 6-8m wide formation with a rough track skirts the Sewage Treatment works for 1.1km.

Points of interest: the sludge tanks and methane containment dome of the newest part of the Treatment Works have a structural elegance.

Opportunities: the formation of a mini-plaza at the junction of Marine Esplanade and the Fillyside pathway offers an opportunity for facilities

and visitor information on the sewage process and the Clean Sea project. Children will find this particularly fascinating.

Summary of works required: Marine Esplanade: reconstruct road to provide space for promenade. Fillyside: construct paved walkway on existing formation. Responsibility for Implementation: Marine Esplanade: Forth Ports + individual developers; Fillyside: City of Edinburgh Council

Safeguarding Required: Marine Esplanade: 8m walkway + 5m planting strip to segregate from vehicular traffic. Fillyside: 8m walkway.

Additional facilities required: promenade; access; street furniture; visitor centre

Current status / authorisation: existing road & formation; Fillyside path shown on North East Edinburgh Local Plan

- 3.3 **Seafield Road** (0.3km): at present the pedestrian route is unsatisfactorily located along a narrow pavement on the north side of a busy road. It has poor amenity and safety. A new route, genuinely a boardwalk construction projected over the beach from the seawall / embankment, will be required.

Summary of works required: Complete new construction. Responsibility for Implementation: City of Edinburgh Council

Safeguarding Required: 8m walkway above beach; natural heritage study

Additional facilities required: promenade; access; street furniture; beach facilities

Current status / authorisation: none specific

4 SEAFIELD to JOPPA

- 4.1 **Former Marine Gardens Promenade** (1km): a long, wide (12-14m) stretch of well-constructed promenade with a good quality beach, but little known except to locals. On the landward side it is blighted by the blank rear walls of car showrooms and bus depots, which fail to engage with the walkway or take advantage of it. The tragedy is that this was once the site of the Marine Gardens, a leisure complex with a ballroom, theatre and amusement park noted for its massive figure-of-eight roller-coaster. The buildings had been transferred from the 1908 Scottish National Exhibition at Saughtonhall Park, but were taken over by the military in 1914 as billets. Many attractions never re-opened although the ballroom survived until 1939. Now the promenade is somewhat desolate; there is seating, but many of the Edwardian railings have decayed, and at one point part of the seawall has been rebuilt after a collapse. There are no remaining facilities.

Opportunities: the immediate need is for repair and restoration, and the provision of street furniture and repaving. However, this is currently the only part of the Boardwalk where increased activity would not impinge on the amenity of neighbouring residents. It will therefore be the subject of a study to investigate the potential to relocate the motor showrooms to an alternative site, and re-create a leisure complex which could accommodate 21st-century equivalents of the traditional seaside activities. Indeed the area is so large, it may be possible to include a range of uses, including some residential.

Summary of works required: Repair and upgrading and integration into the Boardwalk concept. Responsibility for Implementation: City of Edinburgh Council, with contributions from the proprietors on Seafield Road

Safeguarding Required: existing promenade. Examine potential of land between promenade and Seafield Road for seafront leisure uses

Additional facilities required: promenade; access; street furniture; toilets; beach facilities; commercial / leisure / retail facilities; food and drink

Current status / authorisation: existing

- 4.2 **Portobello Promenade** (2km): this traditional Victorian promenade is the most historic part of the potential Boardwalk and is a fitting conclusion to it. It has a traffic-free pedestrian walkway of some 6 – 7m width, and a popular sandy beach, both great assets to the locality, but currently underused. The public toilets on the Promenade use solar power to heat water and to provide electricity for the pump; and there are nature interpretation boards of seabirds at the eastern end.

The section east of Pittville Street generally has a residential character, with the traditional seafront activities – amusements, leisure and sports activities, food and drink – located on the western stretch to King's Road. However, the city's increasing demand for housing has led to pressure for residential conversion and new build along the "commercial" part of the promenade. Although the current North East Local Plan refers to the balance between the interests of the residential community and the

commercial and visitor development required for economic revival and identifies some areas for environmental improvement, housing development has begun to infiltrate the commercial stretch, particularly around Bath Street, although other leisure facilities are also under threat. The absence of strong policy guidance makes it difficult to defend refusals at appeals.

Essentially, the central issue is how far Portobello will continue to be a valuable asset for the city as a whole, as well as a residential community with a particularly fortunate marine aspect. To reap maximum benefit from the Boardwalk proposals, it will need to be supported by a strong clearly-argued complementary policy which defines the future character of the Promenade, and sets out a strategy for achieving it, including exploration of new uses and their integration with the largely-domestic hinterland. The Boardwalk concept, by defining the stretch of the Promenade between King's Road and Bath Street as an important nodal activity point along its route, will strengthen the argument for resisting any further residential incursion along this stretch of seafront. However, a strategy for redeveloping Marine Gardens as the focus for commercial leisure uses could allow the existing Portobello stretch to be confined to those uses which are compatible with surrounding residential use.

The Boardwalk terminates at Joppa, where there is an existing information point, toilets and public transport connections alongside Seafield Road. Enhancement of the terminal point will need to be considered.

Summary of works required: Minor physical upgrading and integration into the Boardwalk concept. Responsibility for Implementation: City of Edinburgh Council

Safeguarding Required: existing promenade

Additional facilities required: promenade; access; street furniture; upgrade existing toilets; beach facilities; commercial / leisure / retail facilities; food and drink

Supplementary Policy requirement: Portobello Promenade Strategy

Current status / authorisation: existing.

APPENDIX 3

THE BOARDWALK: DESIGN MANUAL - OUTLINE OF CONTENTS

- 1 It is important that the design of the Boardwalk is of high quality and consistent throughout new and refurbished sections to create a general unified concept, while responding in detail to local character. It is recommended that the production of a Design Manual, setting out practical guidance on dimensions, materials and construction and appropriate uses and facilities in line with the recommendations of this report and its appendices, should be a priority. SEEL should be approached to ascertain if they could partner the funding of such a manual.
- 2 Lighting should be used as a powerful unifying element. Light can and should be used to provide the base lighting levels required, but the opportunity of bringing the artistic dimension to play should be developed in its own right and a separate but complementary lighting strategy should be developed. Funding should be sought from SEEL and other partners.
- 3 The Council have been awarded £15,000 from CABE as part of their 'Project' funding arrangements. There is in-principle agreement with the major land owners that they will contribute to this project with match funding. SEEL are considering joining as partners in this exercise. The funding will allow an artist to assist with the development of strategies and implementation plans for the boardwalk and wider waterfront area.
- 4 Prior to production of the manual, interim guidance is required to assist with defining the land required for safeguarding. All reservations which are part of the Boardwalk must be of adequate width (ie normally a minimum of 10m, and greater at activity nodes), with no steps or severe gradient changes, and must be completely segregated from vehicles. The Boardwalk itself and its access points must be fully compliant with disability requirements. Where road crossings are unavoidable, pedestrian-priority crossings are to be provided. The geometry should follow the recommendations of the Edinburgh Standards for Streets; surface strength and access must be adequate to allow maintenance and delivery vehicles, mobility buggies and possible "land train" or similar vehicles.
- 5 In addition, the Design Manual will define a palette of suitable pavings (both for masonry block and timber deck sections), the scale of building along the waterfront to create a pedestrian-friendly environment, orientation and height to maximise sunlight penetration, choices of colours and design for street furniture including railings, lighting, seats, shelters, outlook points, toilets, drinking fountains, and beach facilities – including the frequency of occurrence and maximum acceptable distance between their provision. Design will take account of community safety issues. The Manual will also provide details of remedial works where current provision could be improved, eg at Platinum Point.

- 6 Much of the Boardwalk will run alongside the Firth of Forth SPA/SSSI, and in some sections it will also have implications for coastal defences. The design solutions will need to synthesise these challenges with the place-making and recreational objectives.
7. All developers along the route of the Boardwalk will be expected to provide the stretch within their proposals, to the specification set out in the Design Manual, at no cost to the Council.

CRAMOND to GRANTON POINT

River Almond Walkway
 ferry link (currently suspended) to Dalmeny Estate & Queensferry

CRAMOND

Historic Village & Harbour
 cafes, bars, toilets

shingle beach

EXISTING PROMENADE

upgraded
 paving, seating, shelters,
 street furniture, signage

SILVERKNOWES

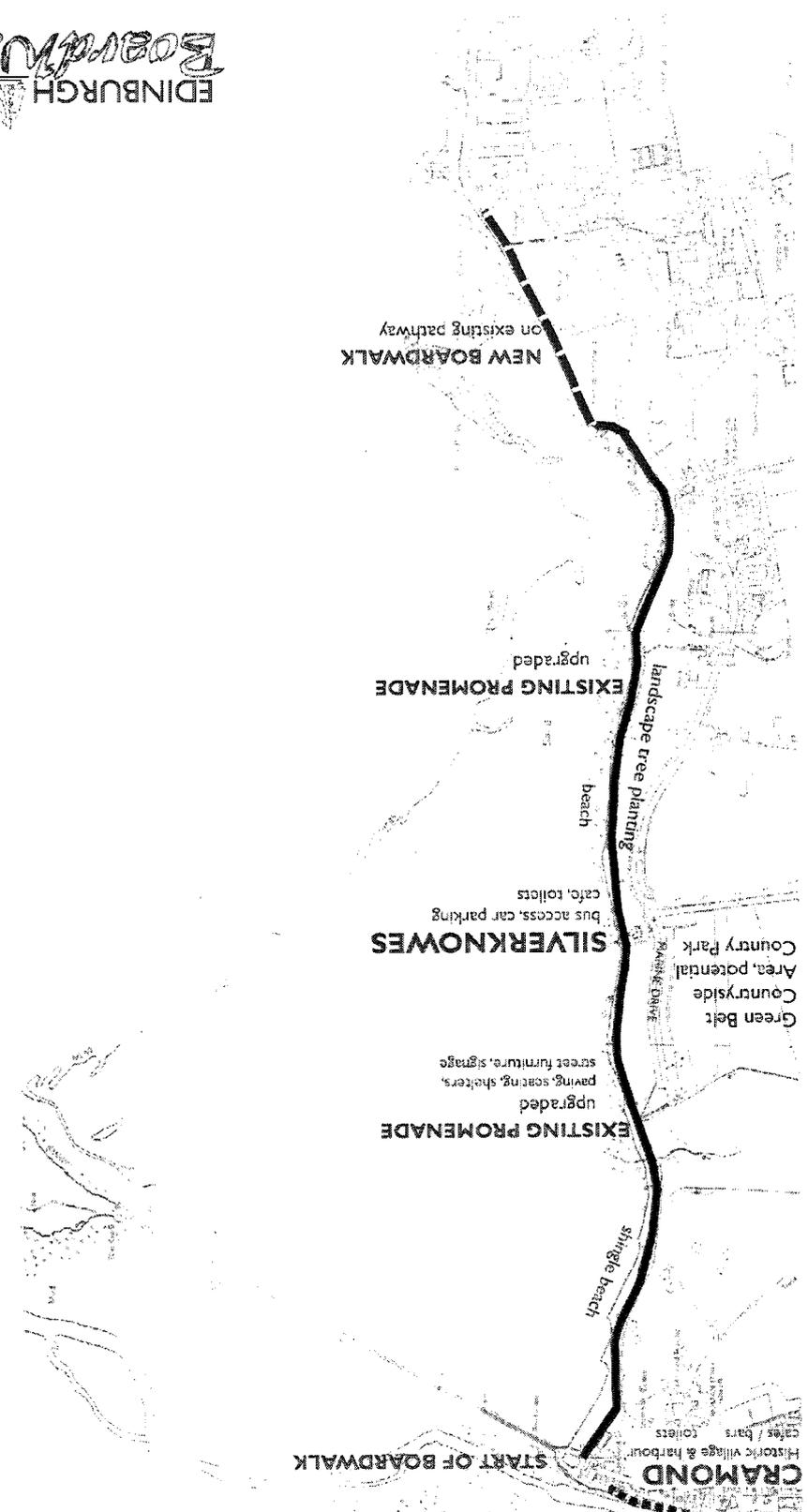
bus access, car parking
 cafe, toilets

EXISTING PROMENADE

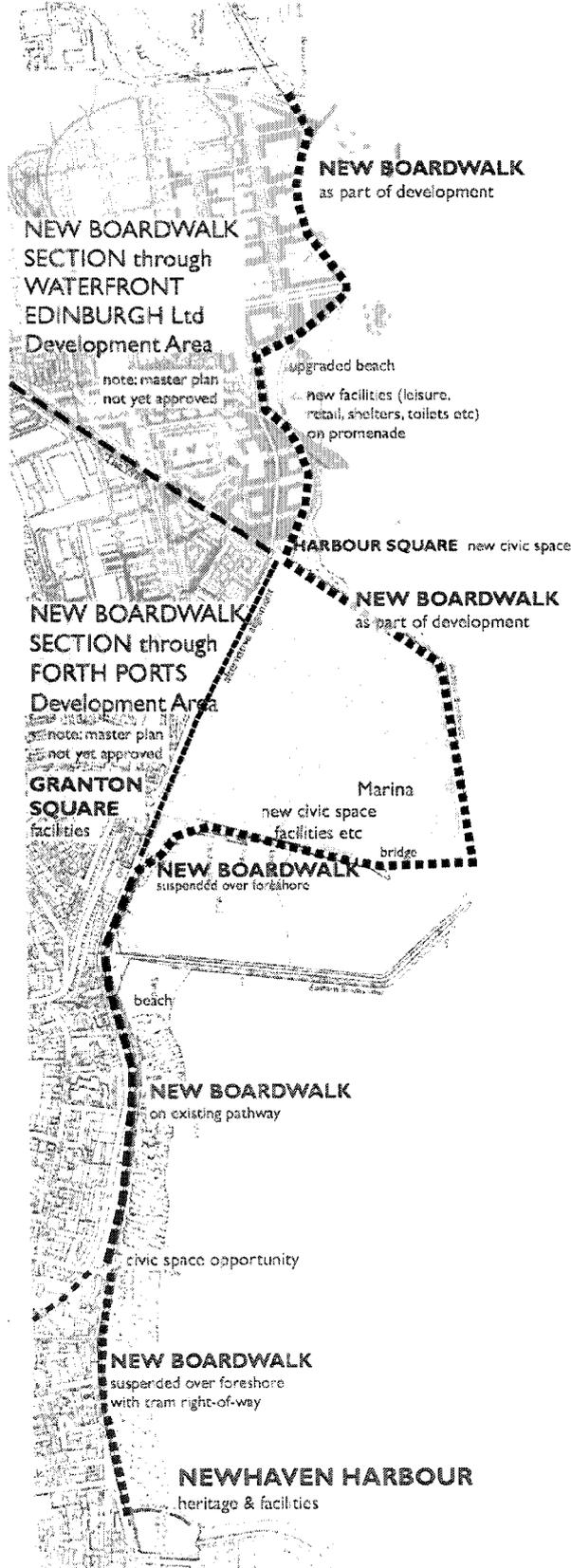
upgraded
 landscape tree planting

NEW BOARDWALK

on existing pathway

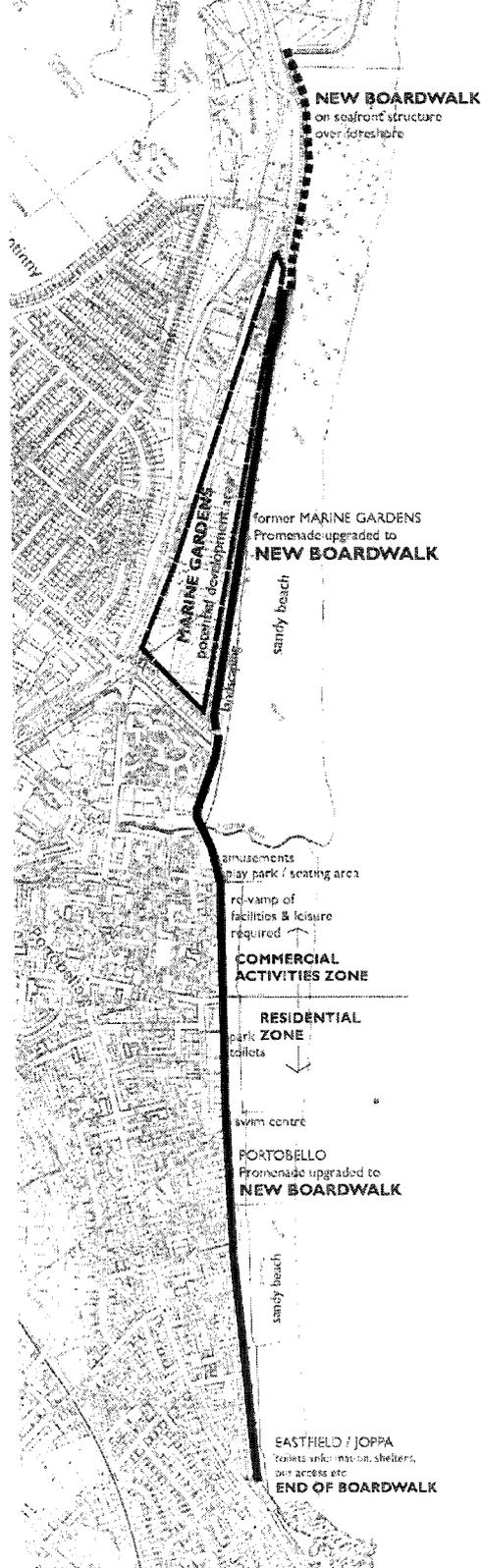


GRANTON to NEWHAVEN



EDINBURGH
BoardWalk

SEAFIELD to JOPPA



EDINBURGH
BoardWalk