



منطقة مجمع المحلات التجارية في سانت جيمس (St James Quarter):
المخطط التمهيدي لمخلص تقرير التطوير

St James 區域：發展摘要擬稿

بیٹھ جمہور کو آرڈر : تعمیر کے خلاصے کا مسودہ

سینٹ جے ایمس کوارٹر: উন্নয়নমূলক কার্যের সংক্ষিপ্ত বিবরণের খসড়া

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1. INTRODUCTION

- 1.1 The opportunity to consider a comprehensive approach to the redevelopment of the St James area arises from the acquisition by Henderson Global Investors (HGI) of the St James Shopping Centre, New St Andrew's House, the St James Thistle Hotel, and associated car parks, into a single ownership, and is the principal focus of this development brief. The brief also addresses the wider area extending to Waterloo Place to the south, St Andrew Square to the west, York Place to the north and Leith Street to the east and seeks to maximise the benefits of redevelopment to this wider area and the city as a whole. The redevelopment of the area, the St James Quarter, presents an opportunity to create a quality urban environment, exploiting and enhancing its distinctive city centre location, and to establish important connections through the site and beyond.
- 1.2 The purpose of this development brief is to set out the main planning and development principles on which redevelopment proposals for the area should be based. The development brief has been the subject of extensive public consultation and will be a material consideration in the

determination of planning applications that come forward in the area.

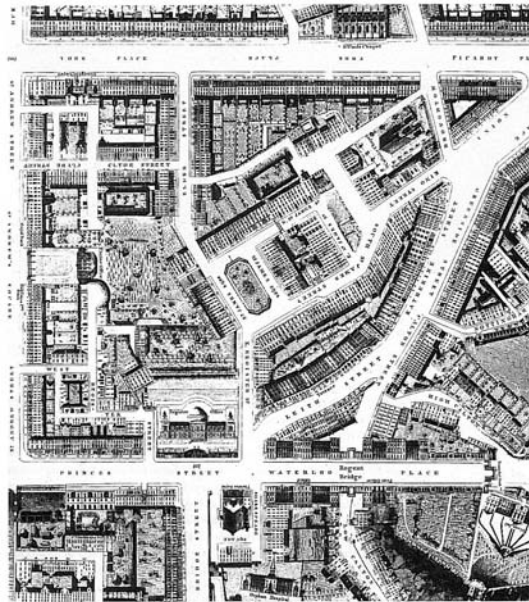
- 1.3 The development brief has also been subject to a strategic environmental assessment (SEA) under the Environmental Scotland Act 2005. An Environmental Report, required under the SEA regulations, was also made available for public comment in conjunction with a draft version of the development brief.

Site Description and Context

- 1.4 The St James Quarter is situated at the east end of the Edinburgh City Centre Retail Core. It lies within the New Town Conservation Area and World Heritage Site and occupies a strategic location at which three key routes in the City converge: George Street, North Bridge and Leith Walk. The height and mass of the St James Centre buildings are visually prominent from many vantage points in the City. The buildings are generally regarded as unsightly and out of character with their neighbours, many of which have historical significance and architectural merit.
- 1.5 The principal elements of the St James Centre are a covered shopping mall, providing approximately 41,800 sqm

gross of retail floorspace, and an office complex, now vacant. A hotel and multi-storey car parks make up the remainder of the development.

1.6 The study area plan is illustrated at Figure 1 on page 5.

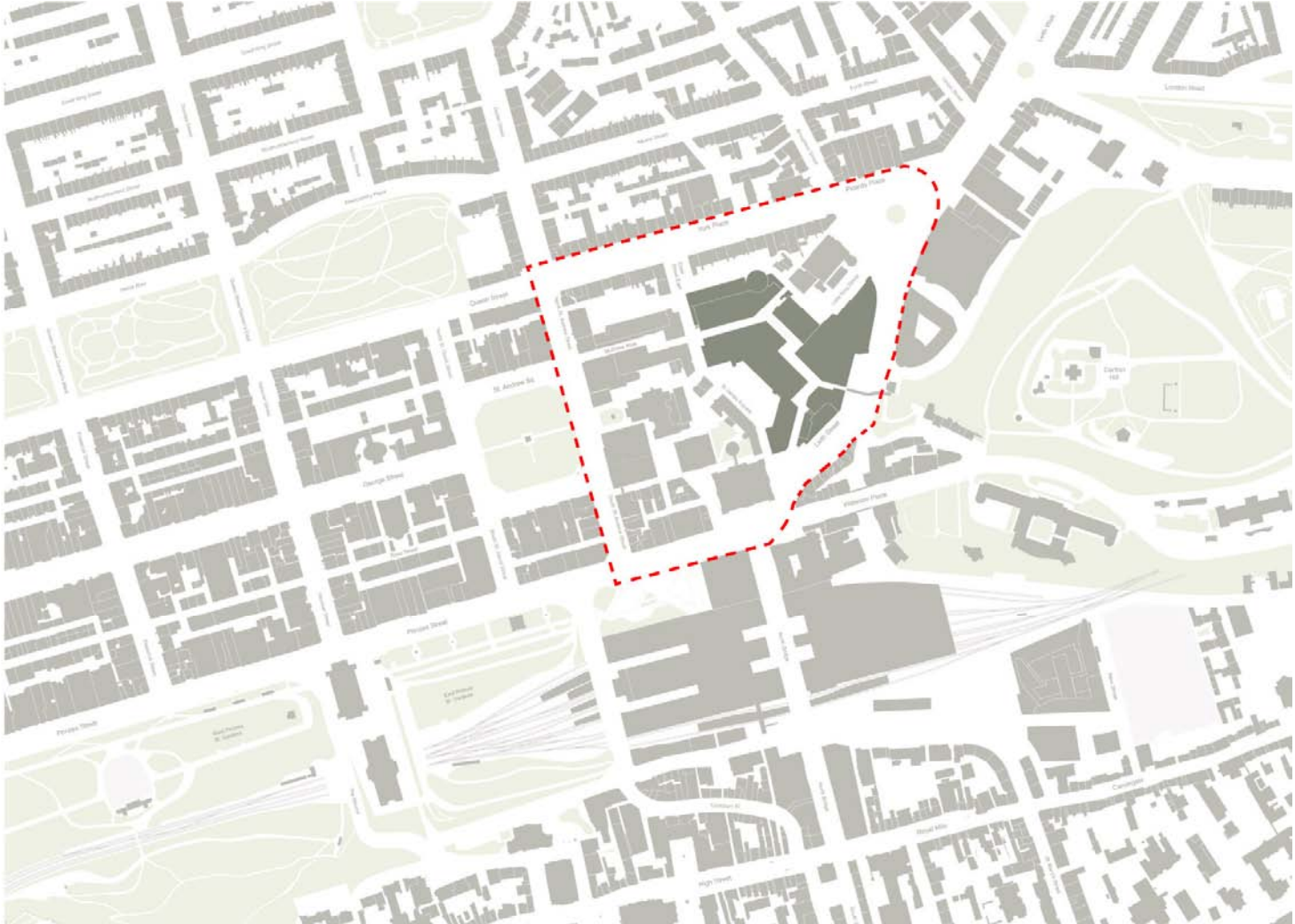


1819 Kirkwood Plan and Elevation as built



St James Square historic aerial view

Figure 1 – St James Quarter Study Area



2. PLANNING POLICY CONTEXT

2.1 The Council's planning policies for the city centre are contained in the Edinburgh & the Lothians Structure Plan (2015) (ELSP) and the Central Edinburgh Local Plan (1997) (CELP), which together comprise the development plan for the area. In addition to the development plan there are a number of documents that will be material to the consideration of proposals that come forward for the redevelopment of the shopping centre and the wider St James area, principal among these is the finalised Edinburgh City Local Plan (March 2007) (ECLP), which when adopted will replace the CELP. Other material considerations include:

- [Inspiring Action: the Edinburgh City Centre Action Plan 2005-10](#);
- [Local Transport Strategy 2007, including the Council's Parking Strategy](#);
- [The Old and New Towns of Edinburgh World Heritage Site Management Plan](#);
- [New Town Conservation Area Character Appraisal](#);
- [Edinburgh Area Retail Needs Study \(EARNs\) 2005](#);

- [Edinburgh Standards for Streets](#);
- [Edinburgh Standards for Sustainable Building](#);
- [Edinburgh Skyline Study \(Colvin & Moggridge 2006\)](#);
- [Tram Design Manual December 2005](#).

2.2 The Council's planning policies for the city centre seek to create a diverse, thriving welcoming and successful place and to maintain and strengthen it as the principal focus of activities which are integral to Edinburgh's role and functioning as a capital city, a regional service centre and major tourist destination. The Council seeks to maintain an intensively developed, vibrant city centre character and to this end a wide range of uses are encouraged: shopping, cultural, leisure, entertainment, business, higher education, civic uses and where appropriate housing. In new development an emphasis is placed on securing a mixture of uses, both on individual sites and in suitable locations, to foster city centre vitality. In particular, the Council supports and encourages new retail development that will enhance Edinburgh's regional shopping centre status. The Council also requires that special attention is paid to streets and public spaces and how these may be improved and made more pedestrian friendly. This is coupled with a balanced

approach to transport that reduces unnecessary car use, congestion and pollution.

- 2.3 The Council, initially in partnership with the Edinburgh City Centre Management Company and latterly with the City Centre Development Partnership (CDDP), has produced a draft City Centre Princes Street Development Framework. The purpose of the Framework is to highlight development opportunities along and between Princes Street and George Street and to raise the profile of these opportunities amongst landowners, investors and developers. The intention is that the Council and the CDDP will in due course produce a series of block and site specific development briefs and conservation plans once the Framework has been approved in a final form.
- 2.4 St James Centre and New St Andrew's House lie within the New Town Conservation Area, for which a character appraisal has been prepared. It also lies within a UNESCO inscribed World Heritage Site. While the designation of the Site does not carry any additional planning powers or controls, the impact of proposed development on the Site will be a material consideration in the determination of planning applications.

3. LAND USES

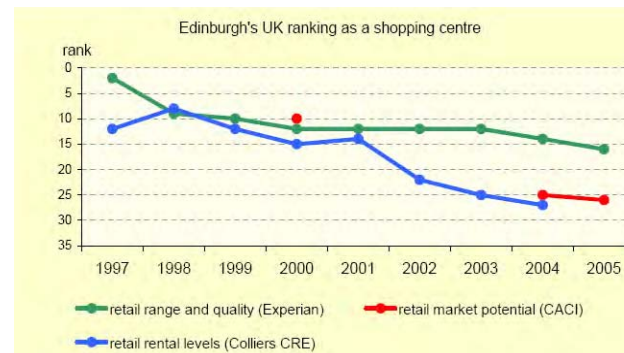
Shopping

- 3.1 The development plan aims to consolidate and strengthen the role of Edinburgh City Centre as a prime leisure shopping destination of national importance and as the principal destination for comparison shopping in the east of Scotland. It also supports the expansion of retail floorspace where it is appropriate in scale and character to the environment of the City and its role as the regional shopping centre. More recently, the Council commissioned a retail needs study to provide a forecast of future retail expenditure trends and the amount of new retail development that this might support. The conclusions of this study and a general description of the City's retail offer are provided below.

Changing Fortunes

- 3.2 Recent research points to the declining fortunes of Edinburgh's city centre. The first Biennial Monitoring Report of the ELSP (2005) refers to a decline in the range and quality of the retail offer, its decreasing market potential, and declining rental levels.

Figure 2 – Edinburgh's UK ranking as a shopping centre



Source: Edinburgh & Lothian Structure Plan 2015: First Biennial Monitoring Report

- 3.3 Latest research from retail market analysts CACI confirms this decline in retail fortune, estimating that the city centre may fall out of the top 25 British retail centres by 2008. CACI reported that Edinburgh 'has stood still whilst other places have moved forward' and that its main streets were 'still pretty uninspiring', in retail terms. If current trends continue, it is estimated that Edinburgh may have fallen behind a further 17 UK cities by 2008.
- 3.4 Whilst it would seem the lack of city centre development has been a significant contributing factor in Edinburgh's poor performance, the research acknowledges other forces have influenced the relatively low ranking. In particular the study

refers to pressure from out of centre retail locations as having a significant impact on the city centre.



Princes Street



South Bridge

3.5 Despite its retail performance, Edinburgh's city centre is a successful place. It remains an economic driver for Edinburgh, the wider city region and the country as a whole being the focus for tourism, culture business, learning and governance. Improvement to retailing would build on existing inward investment and continue to strengthen Edinburgh's position in a regional, national and global market.

Retail Aspirations

- 3.6 An objective of the development plan for Edinburgh and the Lothians is to consolidate and strengthen the role of the city centre as a prime leisure shopping destination of national importance and as a principal destination for comparison shopping in the east of Scotland.
- 3.7 The finalised ECLP identifies a need to provide additional retail floorspace at various locations within Edinburgh's city centre. The extent of the need for additional floorspace has been informed by the Edinburgh Area Retail Needs Study (EARNs). The Study reviewed the existing provision of non-food retail floorspace throughout Edinburgh and the Lothians, commenting on supply and demand of such floorspace during the Structure Plan period up to 2015. EARNs goes on to identify a minimum target of 52,500 sqm net of new retail floorspace in the city centre to the year 2015.
- 3.8 The Study was presented to City of Edinburgh Council's Planning Committee on 3 November 2005. The Study notes that demand for traditional shop units in Edinburgh throughout 2004 was low, with paragraph 2.4.12 commenting that:

'...despite the existence of the St James Centre and Princes Mall, Edinburgh City Centre lacks a main flagship covered shopping centre and this is perceived by many commentators in the retail industry to undermine the profile of the City in a UK retailing context. Neither of the two existing covered centres on their own is perceived as being of a scale or makeup to be comparable to Buchanan Galleries, Glasgow, or Eastgate, Inverness, or indeed Ocean Terminal in Leith.'

- 3.9 Paragraph 2.5.11 attributes this lack of an established large, modern Shopping Centre as one of the critical areas which has limited Edinburgh's retail progression of recent years.
- 3.10 Various references are made throughout EARNs to the potential redevelopment of the St James Centre, which would not only create additional floorspace, but would also fill the gap in relation to the absence of a flagship covered shopping centre within the city centre.
- 3.11 Inspiring Action – The Edinburgh City Centre Action Plan 2005-2010 Plan - developed in partnership by the Edinburgh City Centre Management Company, Scottish Enterprise Edinburgh and Lothians, Edinburgh World Heritage and the Council - clearly stipulates that delivering new retail

floorspace is a fundamental objective of the Plan as a basic requirement for the city centre and as an essential supporting requirement for the development of the non-retail business sector.

Residential and other Uses

- 3.12 The redevelopment of the St James Centre and New St Andrew's House provides an opportunity to reintroduce more significant levels of residential accommodation to the area. The area is ideally located to take advantage of its close proximity to all major uses the city centre has to offer. A significant residential population will contribute to the creation of a mixed-use quarter, and prolong activity into the evening. The Council requires 25% of all new housing to be 'affordable' and has produced supplementary planning guidance and an implementation note on the provision of affordable housing.
- 3.13 The provision of food and drink establishments and entertainment facilities within a redeveloped St James Quarter is supported in principle; they are a recognisable component of urban living and can encourage activity throughout the day and into the evening. However, such uses can cause unacceptable behaviours and particular

care will be taken to prevent an excessive concentration of such uses in the area.

- 3.14 The St James Quarter could also accommodate cultural uses, including performance spaces.



Edinburgh Fringe



Balmoral Hotel

Car Parking

- 3.15 The St James Centre currently provides 580 public car parking spaces and the adjacent Greenside facility a further 990. Together, these facilities provide a significant amount of public car parking to meet the needs of the area and the

wider city centre. While it is important that other more sustainable forms of transport are encouraged, the Council recognises that car parking will remain an important part of the redevelopment proposals. The Council would expect proposals for the redevelopment of the Centre to incorporate improvements to the quality of car parking that is presently available and, if justified by additional studies, additional short stay parking either on site or in the east side of the city centre.

- 3.16 With regard to additional car parking, the ECLP notes that additional purpose-built off-street car parking can be justified in the city centre, to meet the needs of shoppers and leisure visitors primarily, to boost the city centre's shopping functions and enable it to compete more effectively with other shopping centres and enable street parking volumes to be reduced. The location and design of built car parks in the city centre's historic environment is a challenging proposition and one idea that is being assessed for its feasibility is that of building car parks below street level with access provided by lift mechanisms rather than ramps.

4. CONSIDERATIONS

Architectural Interest

- 4.1 A number of listed buildings lie within the study area and these are identified at Figure 3 of this brief. Other listed buildings outwith the study area may also be affected by proposals to redevelop the St James Centre, including the Melville Monument at St Andrews Square, the Balmoral Hotel, the former GPO building (Waverley Gate) and tenement buildings on Leith Street.
- 4.2 In determining applications for planning permission or listed building consent within the St James Quarter the Council will, as in all cases, have special regard to the desirability of preserving the building, or its setting or any features of special interest that it possesses.
- 4.3 The preservation and enhancement of the setting of the listed buildings in the area is an important consideration for the Council and this has informed the preparation of the development principles set out in this brief. In particular, the St James Centre has an adverse impact on Register House and Dundas House. The Buildings of Scotland: Edinburgh (Gifford, McWilliam and Walker, 1984) notes *'It is the upper*

part of this building that sticks up at the end of the east vista of George Street, over the roof of the Dundas mansion, and likewise over the dome of Register House in the equally important view down North Bridge.' The redevelopment of the St James Centre offers the opportunity to enhance the setting of these two nationally important buildings and the general townscape of the city centre, the conservation area and the World Heritage Site.

World Heritage Site

- 4.4 The redevelopment of the St James Centre presents an opportunity to address the adverse impact of the Centre on the City's skyline and townscape. It is important that all new development should contribute positively to its surroundings and respect the context within which it is to be sited. In this regard an understanding of the Outstanding Universal Values, as set out in the Old and New Towns of Edinburgh World Management Plan, is considered important in developing proposals for the Quarter.

Gardens and Designed Landscape

- 4.5 Calton Hill is on the Inventory of Gardens and Designed Landscapes as part of the overall New Town Gardens. The

redevelopment of the St James Centre will have no direct impact on the landscape of Calton Hill. However, views to and from Calton Hill and its setting are compromised by the scale and design of the complex. The impact of any future redevelopment on Calton Hill will be a planning consideration.

securing this, and other improvements, is through developer contributions.

Planning Agreements

4.7 Development on the scale envisaged in the St James Quarter will have a significant impact on the provision of infrastructure and services in the City. Developers of the St James Quarter will therefore be expected to enter into legal agreements to secure an appropriate contribution towards meeting identified requirements. In this regard reference should be made to the following Council guidelines:

- [Developer Contribution for Investment in Schools;](#)
- [Affordable Housing;](#)
- [Movement and Development;](#)
- [Tram Project: Developer Contributions.](#)

4.8 The Council will also seek to secure significant improvements to the public realm. One mechanism for

Figure 3

Listed Buildings



5. SUMMARY URBAN ANALYSIS

5.1 The preparation of this brief has been informed by an economic and physical analysis of the context within which the St James Quarter sits. This has been prepared by HGI and includes the following:

- An outline of the Edinburgh city centre retail context;
- A review of the urban significance of the St James Quarter and its historical development;
- A series of detailed analyses comprising a Skyline Analysis, a Land Use Analysis, a Movement Analysis and a Townscape Analysis;
- A review of sustainability issues as they relate to the St James Quarter.

5.2 A summary of the strengths, weaknesses, opportunities and constraints arising from these analyses are as follows:

Key Strengths:

- Edinburgh's international profile
- Strong urban context
- Pivotal city centre location well-served by all modes of transport

Key Weaknesses:

- City centre retail destinations are not well-connected for pedestrians
- Lack of new modern retailing opportunities
- Existing centre provides a poor quality introverted environment that is not integrated into urban fabric
- Existing centre detracts from skyline and key views

Key Constraints:

- Phasing of development to allow for continuity of core trading activities
- Development in a sensitive location
- Provision of car parking

Key Opportunities:

- Meet identified shortfall of retail space in city centre
- Create a retail circuit to enhance the city centre shopping experience
- Realise potential of pivotal location to re-establish links with surrounding areas
- Provide public open space and public routes through the quarter

- Improve Edinburgh's skyline and key views and the setting of important civic buildings in the Quarter

6. DEVELOPMENT PRINCIPLES

Vision

6.1 A long term aspiration of the Council is to realise a retail-led mixed use city quarter of the highest quality, one that knits the area back into the surrounding urban fabric, and one that will be recognised in the future as much for the quality of its urban environment as for its shopping.

6.2 The development principles outlined in this section will be the starting point for developing detailed proposals for the St James Quarter.

6.3 The development principles have been grouped under the following key headings:

- **A To establish a retail-led mixed use urban quarter**
- **B To enhance movement and access to and within the St James Quarter**
- **C To place sustainability at the core of future redevelopment proposals**

- **D To respect and enhance the skyline and key views**
- **E To create a clearly recognisable sense of place and a strong identity for the Quarter that links to the surrounding areas.**

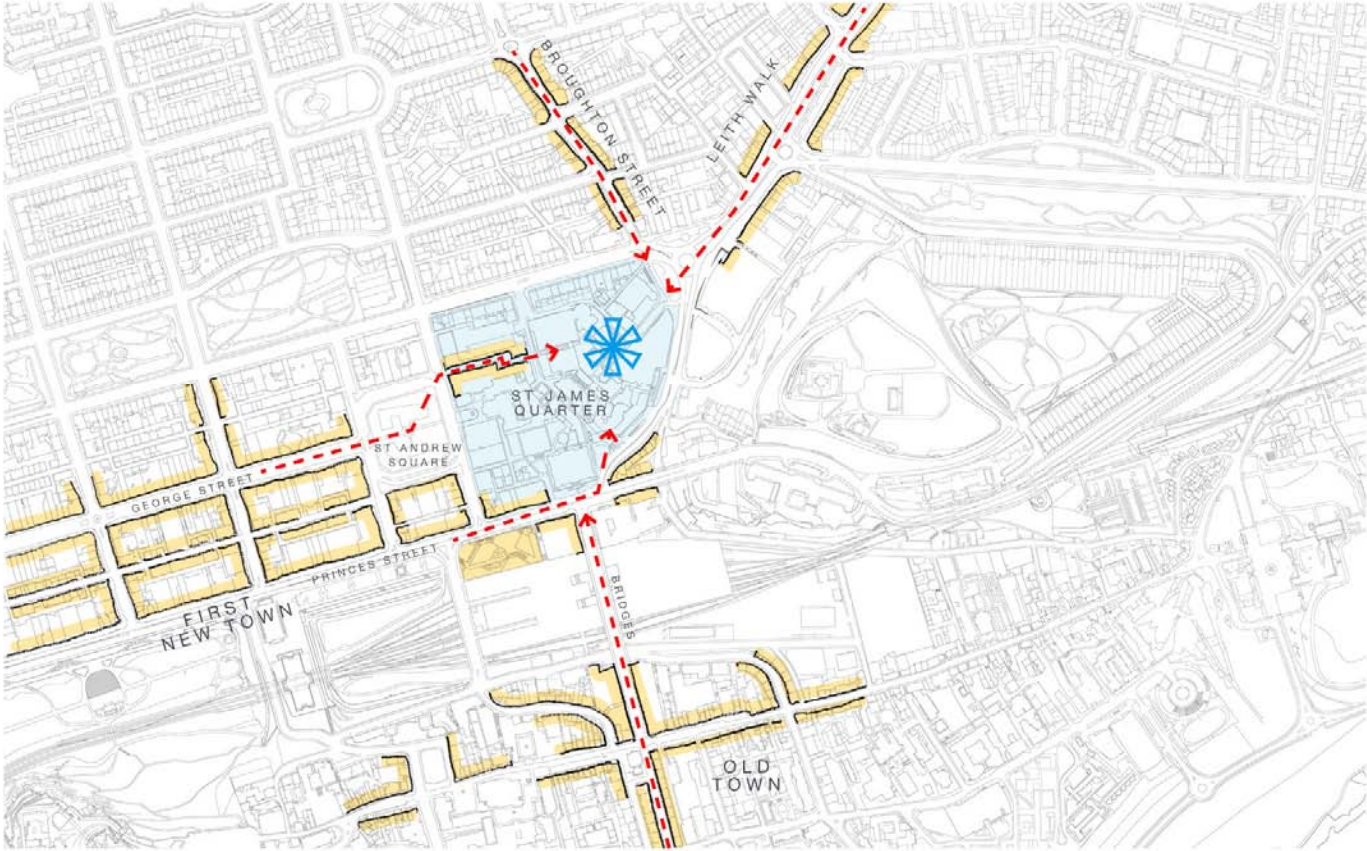
A To establish a retail-led mixed-use urban quarter

Proposals for the St James Quarter should:

- Provide for significant additional retail floorspace over and above that which presently exists in the St James Centre;
 - Ensure a diverse retail experience by providing high quality, commercially attractive units of varying types and sizes capable of accommodating a wide range of retail and commercial uses;
 - Establish strong links and connections with the wider city centre including Princes Street, Multrees Walk and George Street to establish a retail circuit and enhance the retail experience of the city centre as a whole. See Figure 4 – St James Quarter Relative to Retail Zones;
 - Provide a range of other uses (for example cultural, entertainment, residential, commercial and civic) to knit the Quarter back into the surrounding city centre and to ensure activity throughout the day and into the evening;
 - Encourage vitality by introducing active uses at street level;
- Have regard to the amenity of existing and future residents when considering the location of uses within the Quarter;
 - Seek to provide a clean, safe, attractive and well-maintained area which provides appropriate facilities for visitors.

Figure 4

St James Quarter Relative to Retail Zones



B To enhance movement and access to and within the St James Quarter

The existing movement and access are shown in Figure 5 Movement – Existing and the opportunities for improved movement and access are shown in Figure 6 Movement – Opportunities.

Proposals for the St James Quarter should:

- Recognise its pivotal city centre location by maximising access by foot, bicycle and public transport;
 - Provide linkages to and from tram stops, bus stops and other public transport nodes including Waverley Station and the Bus Station;
 - Ensure that the Quarter is fully accessible for all user groups;
 - Provide public routes through the Quarter which are open 24 hours a day;
 - Consider the removal of the Leith Street Bridge and examine alternative means of pedestrian access across Leith Street and into the St James Quarter, if justified as part of an overall Transport study;
- Provide car parking facilities of the highest quality that are safe, secure and easy to use.

Figure 5

Movement - Existing

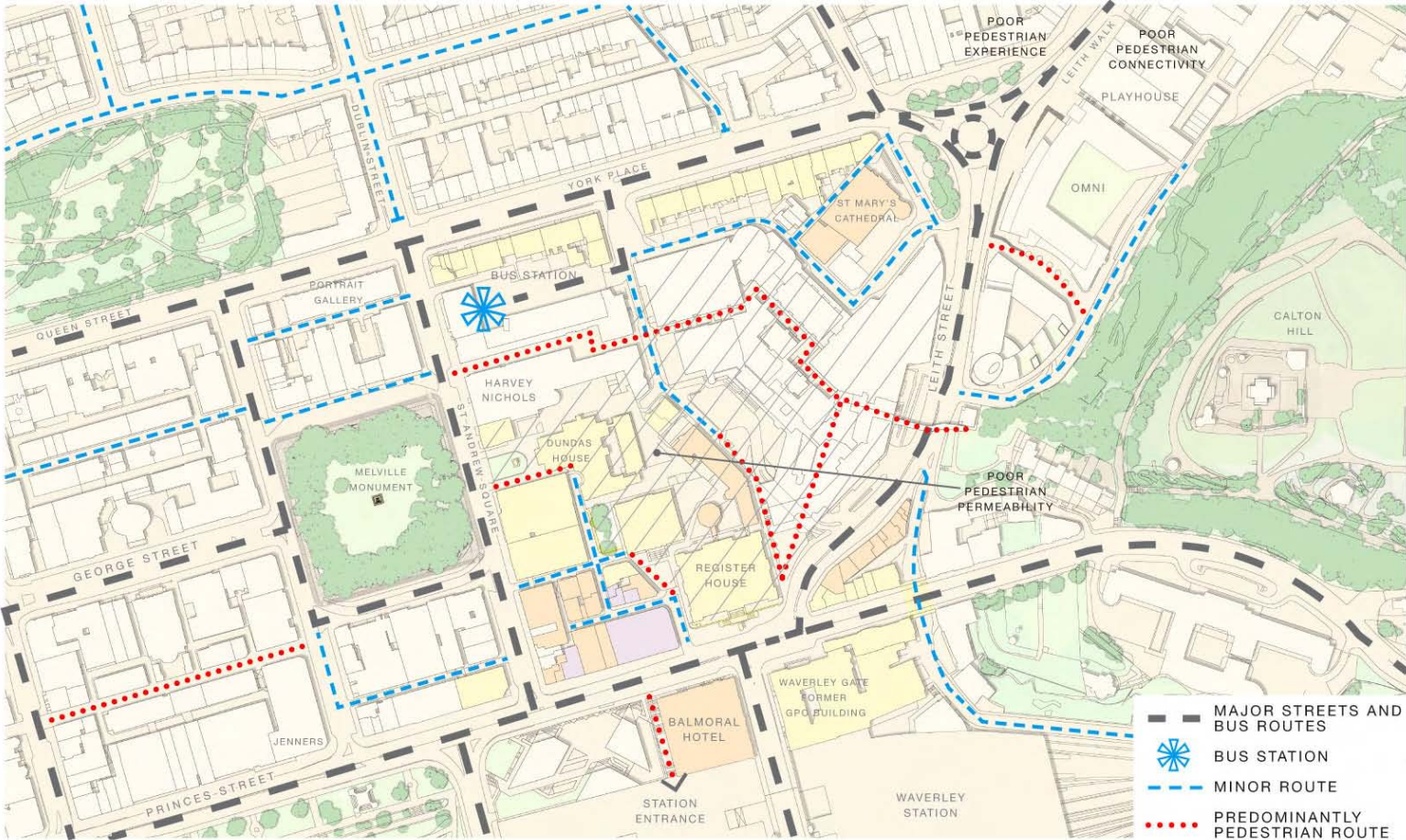
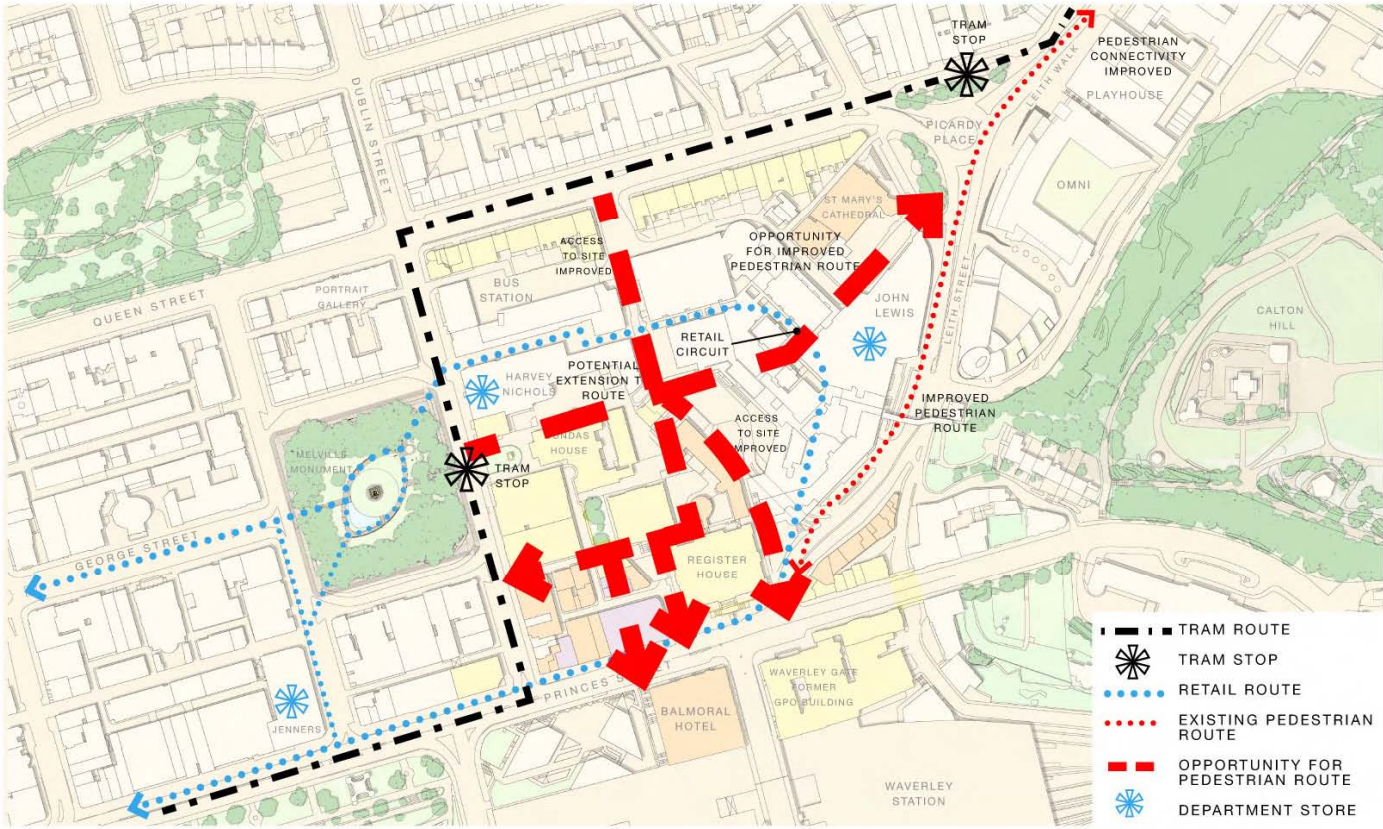


Figure 6

Movement - Opportunities



C To place sustainability at the core of future redevelopment proposals

Sustainability should be considered as an integral part of the development process including the design, procurement, construction and management of new development and the future operation of the resulting buildings.

Proposals for the St James Quarter should:

- Maximise its city centre location by facilitating and encouraging sustainable modes of transport to St James Quarter including visitors and also employees;
- Meet the targets and aspirations of the Edinburgh Standard for Sustainable Building; but with the expectation that the development exceeds these requirements in the following areas:
 - o Quality in layout, building and landscaping design
 - o Inclusive, healthy and safe environments
 - o Reduction in climate change impacts and increase in renewal energy generation
- o Use of sustainable resource and materials
- o Reduction in pollution and improvement in re-cycling
- o Sustainable construction and operation
- Build for a long life by providing buildings which are adaptable and flexible in design and construction;
- Ensure every effort is made to ensure that waste generated as a result of the development is re-used or re-cycled;
- Consider the potential impact on the city centre's Air Quality Management Area and seek to make a positive impact on air pollution in the city centre area;
- Be supported by a Sustainability Statement including a working method statement which outlines the developer's commitment to sustainability throughout the whole development and construction process and how sustainability objectives are to be realised.

D To respect and enhance the skyline and key views

The existing St James Centre significantly detracts from a number of key views around the City (as identified in Figures 7a, 7b, 8, 9, 10, 11 and 12 below) and from the character of the World Heritage Site as a whole. It is essential that the design of any new proposals enhances these views and makes a positive contribution to Edinburgh's unique skyline.

New development proposals must be fully informed by the Edinburgh Skyline Study in terms of identifying and assessing the impact of proposals on key views.

Proposals for the St James Quarter should:

- Improve the setting of Register House. There is a presumption in favour of the dome being seen against a clear sky when viewed from South Bridge and North Bridge;
- Preserve the axial view eastwards along George Street. The presumption is in favour of proposals that suitably frame the views of the Melville Monument;

- Enhance views from Leith Walk to the site by breaking up the monolithic bulk of St James Centre and thereby create the opportunity to draw people into and through the Quarter;
- Enhance the views from Calton Hill across the City Centre and down into the Quarter by ensuring that this view is treated as a 'fifth elevation'. Unlike the other perimeter elevations, the roofscape will be viewed in its entirety from Calton Hill;
- Integrate plant and equipment into the buildings to ensure that these elements do not detract from views, including those from Calton Hill;
- Reduce the monolithic bulk of the existing St James Centre in long distance views from the North.

Figure 7a

Key Views

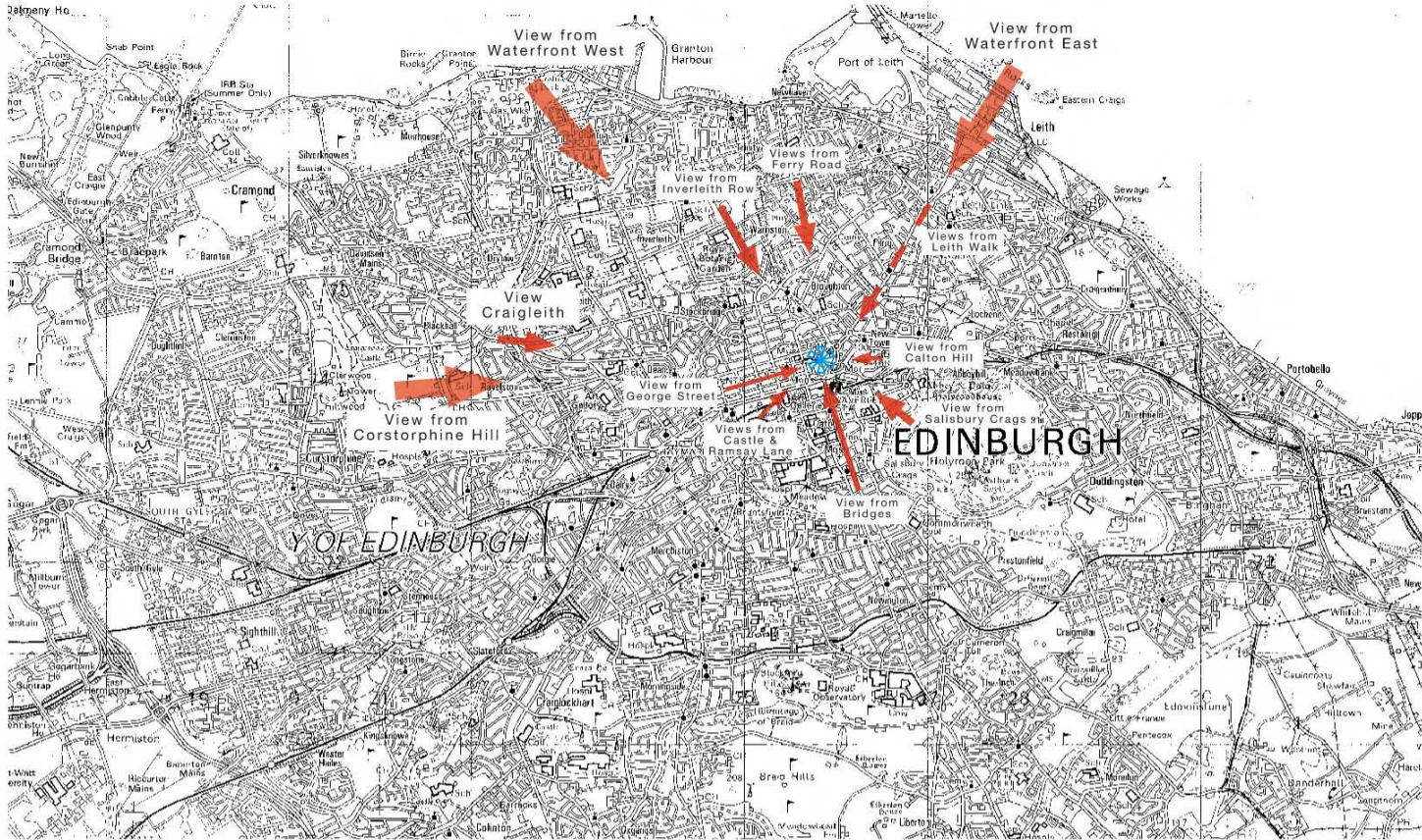


Figure 7b

Key Views



Figure 8 - View from Bridges



Figure 9 – View from George Street



Figure 10 – Views from Leith Walk



Figure 11 – View from Calton Hill



Figure 12 – View from the North



E To create a clearly recognisable sense of place and a strong identity for the Quarter that links with the surrounding areas

Proposals for the St James Quarter should:

- Ensure buildings and spaces of the highest architectural and urban design quality;
- Provide a series of public spaces that by their location and design enhance the experience of using the Quarter. Some of these spaces should be open or partially covered;
- Include a generously proportioned public space that acts as a focal point and is able to accommodate a range of activities and uses throughout the day and evening;
- Provide a public realm that addresses the detailed design of public routes and spaces and that relates to an established hierarchy of uses. This will include areas outside of the Quarter that are deemed critical to meeting the objectives of the brief;



Waterloo Place

- Create a permeable and integrated area of the City by improving existing routes and creating new connections. This should include;
 - Enhancing the north-south connection between Princes Street and Elder Street/ Multrees Walk via James Craig Walk;
 - A new east-west route through the Quarter from Leith Walk/ Picardy Place to St Andrew Square;
 - An investigation of the potential to create new connections through the Register House/ Dundas House area;

- Transform the quality of the pedestrian environment along Leith Street through, for example, introducing an active street frontage and reducing vehicular entrances, if justified as part of an overall Transport study;
- Use materials of the highest quality which complement those of the surrounding buildings and streetscape;
- Take advantage of the opportunities in terms of place-making that the site has to offer, including, for example, the potential for views in and also out of the site;
- Reflect and respect the topography of the site.



Princes Street Gardens

7 IMPLEMENTATION

Co-ordinated Development

- 7.1 The Council encourages a comprehensive approach to redevelopment whenever possible, and the preparation of development frameworks or master plans, to identify the full design potential of creating successful places. In this regard, development opportunities exist immediately beyond the boundaries of the St James Centre that could contribute to the successful redevelopment of the area; namely St Andrews Square, Picardy Place and Greenside Row. Proposals for the St James Centre should have regard to the development potential and proposals for these sites. The Council would expect masterplan proposals for the St James Quarter to consider these sites and how they might be successfully integrated into the wider redevelopment of the area.
- 6.1 Where it is apparent that a comprehensive approach is not in prospect it may be necessary for the Council, in exceptional cases, to use its powers of compulsory purchase, to assemble a site for development and enable a satisfactory outcome to be achieved.

Next Steps

- 7.3 On the basis of the guidance contained in this brief, it is the intention of HGI to seek outline planning permission to redevelop all land in its ownership. In support of this process HGI will prepare a masterplan for the whole St James Quarter, including land outwith its ownership. The masterplan will include a framework to guide the height, scale and massing of new buildings; a set of design principles for each area of the Quarter; and demonstrate that the development proposed does not compromise the effective development of adjacent land.
- 7.4 The Council's requirement is for the outline planning application to be supported by sufficient information to allow proposals for land in HGI's control to be fully assessed. In particular proposals should be informed by:
- a study that will be required to consider a range of transport issues in and around the St James Quarter, for example, the consequences of removing the Leith Street bridge on road safety, road crossings, servicing and public transport, the impact of new development on the

operation of the bus station, all in accordance with a brief to be prepared by the Council;

- an assessment of the impact of new development on the City's skyline, itself informed by the Edinburgh Skyline Study;
- an assessment that considers the impact of new development on the setting of listed buildings, the character and appearance of the conservation area and the World Heritage Site.

7.5 In developing their masterplan for the St James Quarter, HGI intend to continue to work with the Council, other interested parties and the wider community. HGI expects to be in a position to submit an outline planning application in late 2007/ early 2008.

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此發展摘要擬稿說明塑造St James中心地區日後重新發展的主要原則。查詢本文件的翻譯訊息，請致電愛丁堡市議會傳譯及翻譯服務部(ITS)，電話0131 242 8181並說明檔案編號06881。

یہ تقریر کے خلاصے کا مسودہ ہیڈنگ جموں کے علاقے کی مستقبل کی تعمیر نو کی تشکیل کے اہم بنیادی اصولوں کے ابتدائی خاکے کو بیان کرتا ہے۔ اپنی کیونٹی میں بولی جانے والی زبان میں اس کتابچے کے ترجمے کے متعلق معلومات کے لئے براۓ مہربانی ایئر پرائیویٹ سلیشن سروس (ITS) کو 0131 242 8181 پر کالیں اور ریفرنس نمبر 06880 کا حوالہ دیں۔

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يُوجز ملخص التقرير هذا المبادئ الأساسية لتشكيل مستقبل إعادة التشييد لمنطقة
مجمع المحلات التجارية في مركز سانت جيميس (St. James Centre).
للحصول على معلومات عن ترجمة هذا المستند إلى لغة جاليتكم، الرجاء الاتصال
هاتفياً بمكتب الترجمة (ITS) على الرقم 0131 242 8181 وذكر الإشارة
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