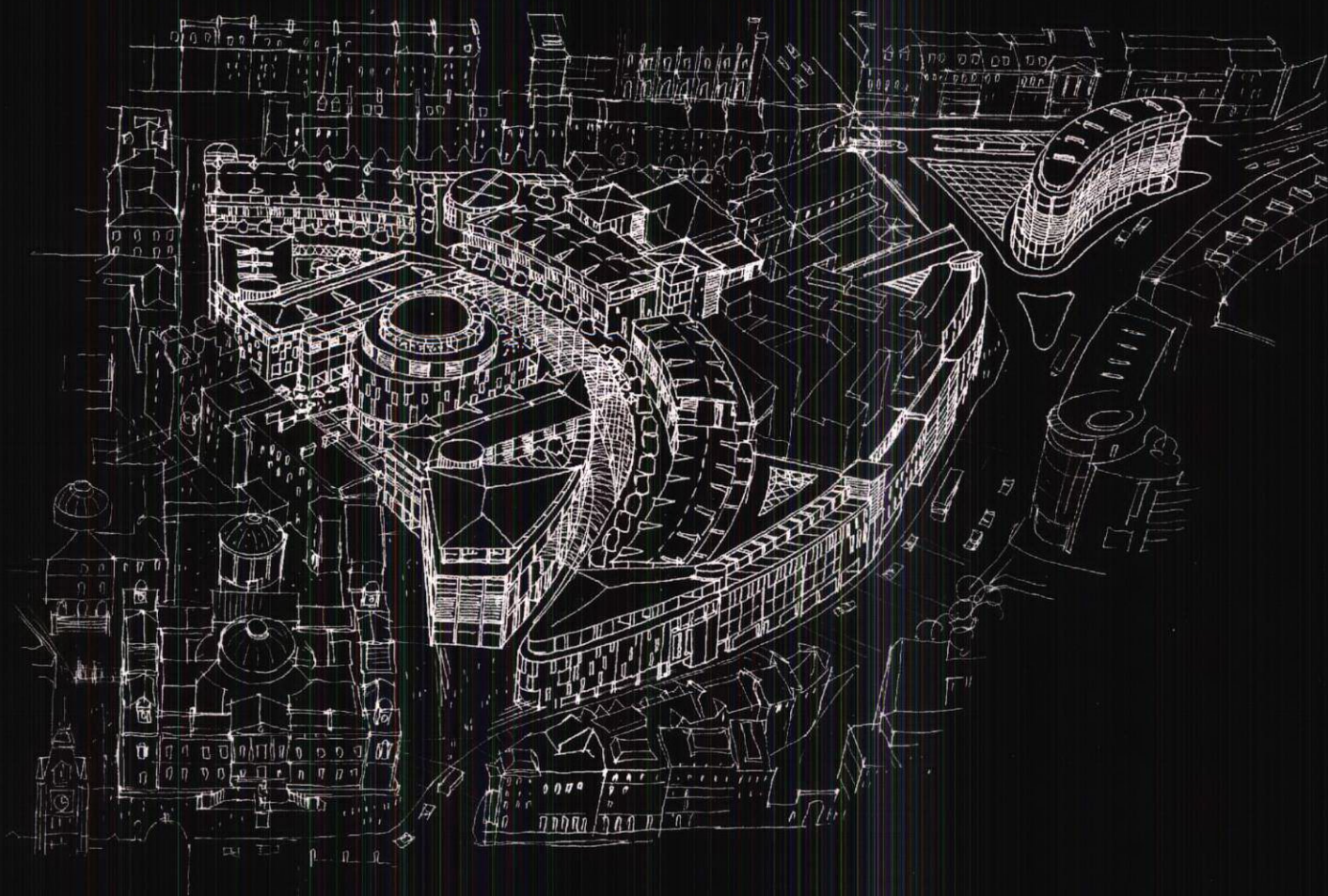


# St JAMES



DOCUMENT 12

## TRANSPORT ASSESSMENT



# St JAMES

**DOCUMENT 12**  
TRANSPORT ASSESSMENT

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**SEPTEMBER 2008**

St James, Edinburgh  
OUTLINE PLANNING APPLICATION



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# 1. INTRODUCTION

## Background

- 1.1 Colin Buchanan (CB) has been commissioned by Henderson Global Investors (HGI) to provide transportation and access advice in relation to proposals to redevelop the St James Centre, Edinburgh (which comprises the St James Shopping Centre and associated car parks, New St Andrew's House and the Thistle Hotel).

- 1.2 The outline planning application (OPA) proposals can be summarised as follows:

*"Redevelopment and refurbishment including demolition works and new buildings to provide mixed use development comprising retail (Class 1), leisure and culture (Class 10 and Class 11), hotel (Class 7), offices (Class 4), food and drink (Class 3), residential, and other related ancillary uses (including Financial, Professional and other Services - Class 2), car parking, servicing, access arrangements, provision of new public realm and refurbishment of existing department store; detailed approval of siting and maximum height of building blocks, points of vehicular access and egress and location of pedestrian routes at the St James Centre, Edinburgh."*

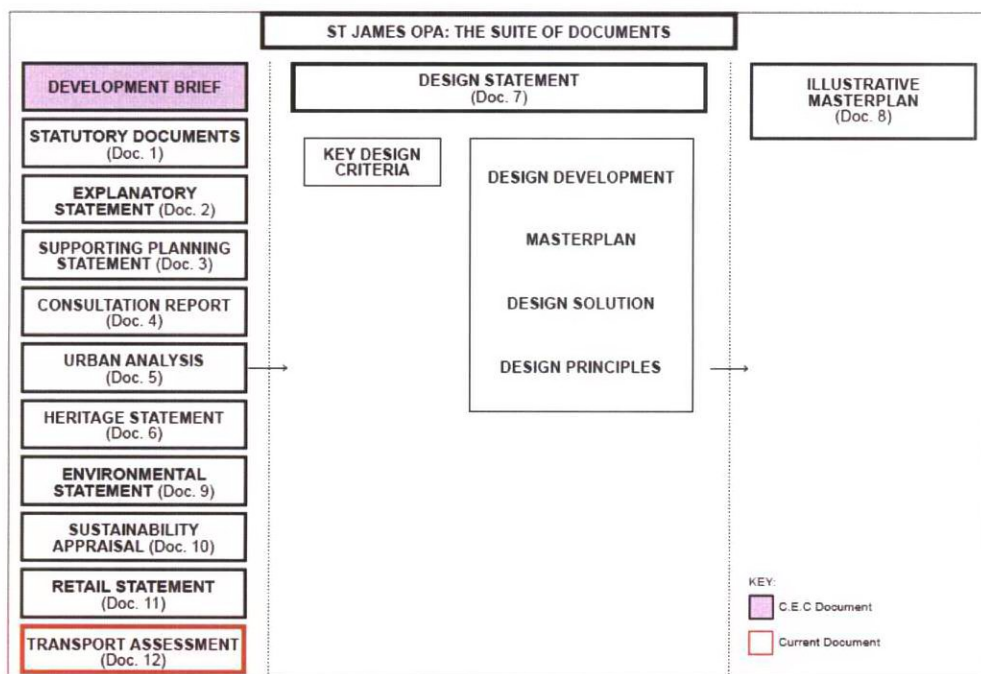
- 1.3 The redevelopment site consists largely of existing development including the St James Shopping Centre, New St Andrew's House offices and the Thistle Hotel. The St James Shopping Centre provides around 44,600m<sup>2</sup> GFA of retail (including John Lewis Partnership), the Thistle Hotel is 4 star and provides 147 bedrooms and New St Andrew's House provides 7 floors of office space. There are also two multi-storey car parks (branded as John Lewis Partnership and NCP) on the site, combining to provide 545 parking spaces. The retail, car parks and hotel elements are occupied; however the office block is unoccupied. All of this existing development, with the exception of John Lewis Partnership (around 27,000m<sup>2</sup>), will be demolished and redeveloped. John Lewis Partnership (JLP) will continue to trade throughout the redevelopment of the site.

## Purpose of this document

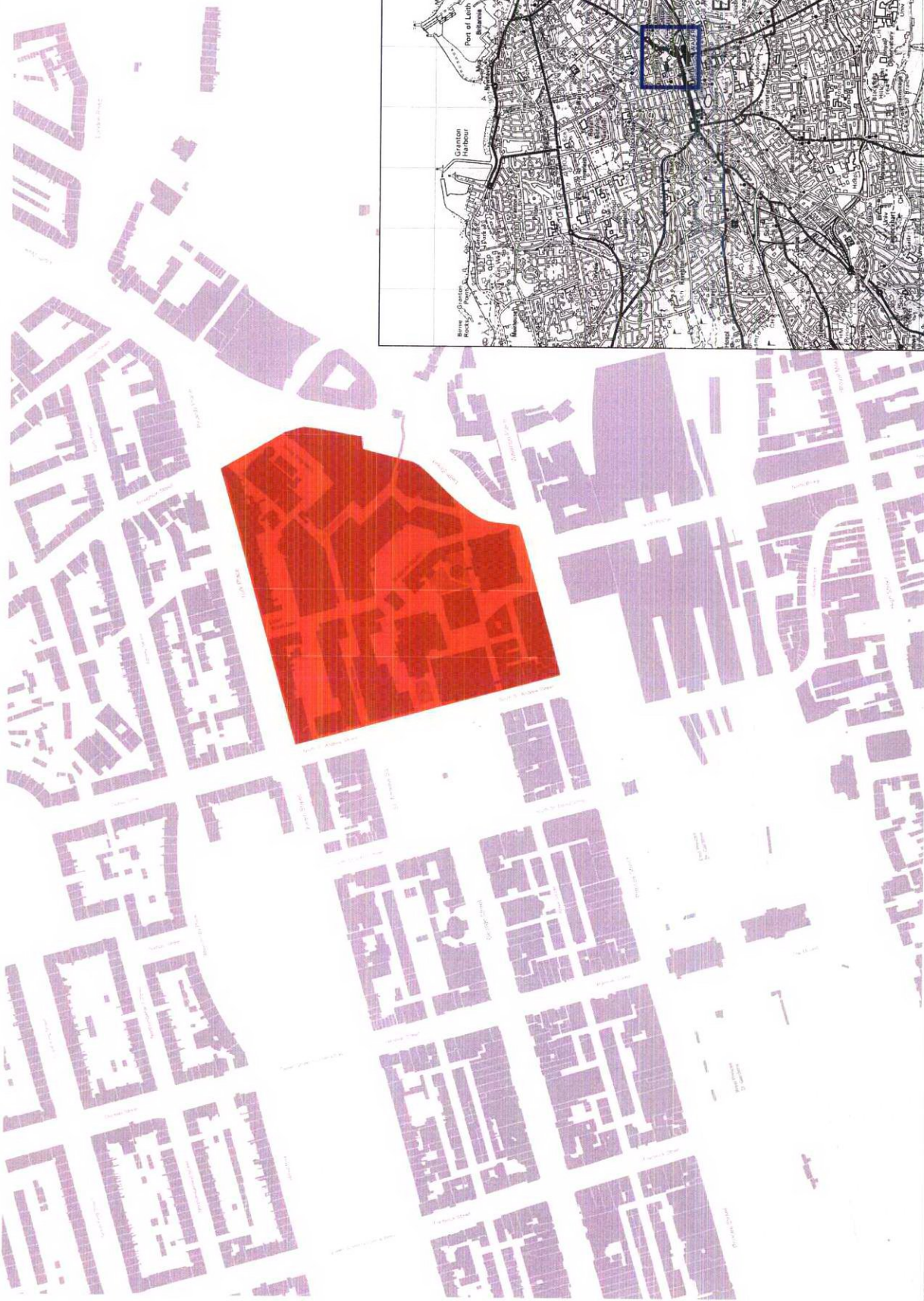
- 1.4 This document is a Transport Assessment (TA), prepared in support of the OPA. The document continues in Chapter 2 by providing details of the development proposals. Chapter 3 provides a summary of relevant local and national transport planning policies, relating these to the development proposals where appropriate. Chapters 4 and 5 review the accessibility of

the site and provide an assessment of expected mode share and travel demand characteristics respectively. Chapter 6 assesses the traffic impact of the development proposals and Chapter 7 provides a summary of the conclusions and recommendations.

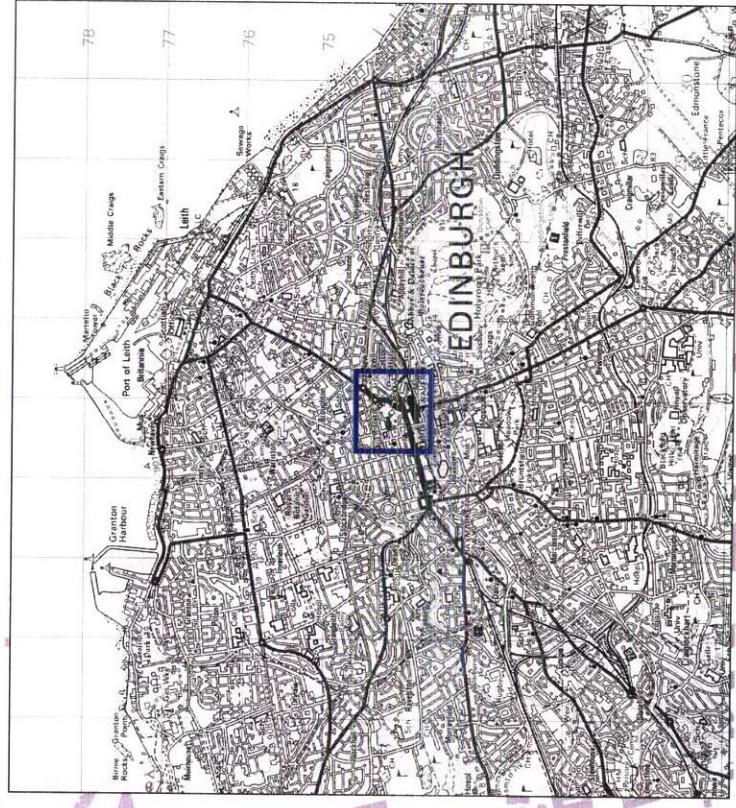
- 1.5 This TA is one of twelve documents which comprise the OPA. It should be read in conjunction with the other documents submitted to accompany the OPA which are detailed below.







# **LEGEND** **The St James Quarter**



Drawing Title	St James Quarter Extent and Location	Client	Henderson Global Investors	4 St.Colme Street Edinburgh EH3 6AA  T 0131 226 4693 F 0131 220 0232 www.cbuchanan.co.uk		Scale:	NTS		Des. Dm.	Rev
						Designed by:	MF			
						Drawn by:	MF			
						Ckd/Appd:	NH			
						1st Issued:	Sept 2008			
Job No:	122421	Drg No:		Figure 1.1						

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Figure 1.1



## 2. THE DEVELOPMENT PROPOSALS

### Site location

- 2.1 The application site and wider St James Quarter area are illustrated in Figure 2.1. The application site is generally contained in the area bound to the north by St James Place/York Place, west by Elder Street/James Craig Walk/Multrees Walk and the Registry Buildings, south by Leith Street and east by Picardy Place.

### Development content

#### Land use

- 2.2 The OPA seeks permission for the principle of the mix of uses outlined in the description of development, detailed at paragraph 1.2 above. The quantum of these uses is outlined in Table 2.1 below.

**Table 2.1: Development maximums**

Use	Max floorspace (gross sq m)	Maximum numbers
Class 1 retail	65,000 not including JLP	
Class 9 residential	20,000	250 units
Class 7 hotel	20,000	200 bedrooms
Class 7 or 9 apart hotel	7,000	
Class 3 food and drink	15,000	
Class 4 office	15,000	
Ancillary (circulation space etc)	25,000	
Car parking	60,000	1,800 spaces
<b>Total</b>	<b>227,000</b>	

- 2.3 Note that the areas and numbers provided are the maximum in principle for each use and that not all maximums will be implemented. The provision of up to a maximum of 1,800 parking spaces and allocation of these spaces will be divided accordingly, depending on the configuration and size of land use implemented.
- 2.4 In relation to existing development on the site, the above table broadly equates to a maximum increase of around 47,000 sq m of retail, all new residential, increased hotel provision of around 60 bedrooms, all new apart hotel/hotel and a substantial decrease in office space. Car parking will increase by around 1,240 spaces.



- 2.5 This transport assessment is based on a permutation of the content described in Table 2.1, although the number of car parking spaces considered remains fixed at 1,800. Table 2.2 below shows the development configuration used for the TA.

**Table 2.2: Development schedule used for TA**

<b>Use</b>	<b>Size (Gross Floor Area)</b>
Class 1 retail	Approx. 50,000 sq m not including JLP
Class 9 residential	95 units
Class 7 hotel	210 bedrooms
Class 7 or 9 apart hotel	105 bedrooms
Class 3 food and drink	15,000 sq m
Class 4 office	7,207 sq m
Ancillary (circulation space etc)	25,000 sq m
Car parking	1,800 spaces

- 2.6 It has been assumed that the Class 3 and Ancillary elements will not be stand alone trip generators and that trip generation associated with these uses will generally be contained within the Class 1 element.

### Car parking

- 2.7 Retail provision in Edinburgh City Centre has to compete with significant provision outwith the centre which is supported by extensive free off-street car parking. There is an imbalance in the provision of quality off-street parking within and outwith the centre of Edinburgh as out of centre retail facilities combine to provide almost twice as much parking. Practical and perceived availability of parking within the City Centre is therefore low in comparison, and as such the attractiveness and vitality of this valuable resource is damaged. The existing car parks at the St James Centre/John Lewis Partnership are full during peak periods.
- 2.8 Improving the quality and quantity of provision at St James will improve the provision and perception of City Centre parking overall and provide the opportunity to reallocate existing public on-street provision. Reducing on-street provision will help reduce congestion and provide an opportunity to improve parking for residents, trades people, businesses and reallocate space as public realm.
- 2.9 The case has been made for the maximum provision of 1,800 parking spaces on site broadly based on the development schedule provided in Table 2.2. The case is set out in the paper provided in Appendix 1. A summary of the allocation of parking spaces for each land use, based on the content of Table 2.2, is provided below in Table 2.3.

**Table 2.3: Car parking provision**

Use	Number of spaces
Class 1 retail	1,528
Class 9 residential	95
Class 7 hotel	42
Class 7 or 9 apart hotel	21
Class 3 food and drink	N/A
Class 4 office	14
Replace spaces lost to tram	100
<b>Total</b>	<b>1,800</b>

- 2.10 Parking allocation associated with retail is based upon mode share and trip rate analysis in relation to expansion of retail space. All other parking allocations are based on City of Edinburgh Council (CEC) standards.
- 2.11 Motorcycle parking provision will be agreed with CEC, with potential options including sharing space with bicycles and use of space in the basement car park not suitable for cars. Adequate provision will be made and motorcycle parking demand will be monitored and catered for when it is reasonable to do so.
- 2.12 Discussions are being held regarding the provision of car club spaces within the development site.

## Access Strategy

### Pedestrians/cyclists/public transport

- 2.13 A key objective of the proposals is to create a development which builds upon the excellent accessibility of the site by all modes. Promotion of sustainable travel patterns is vital and the creation of a new east/west pedestrian route from Little King Street towards St Andrew Square, and an attractive crescent/galleria from Multrees Walk to Leith Street/Princes Street supports this. Pedestrian routes, linking attractive and useable public spaces, will create an excellent environment for pedestrians within the development. The links will also provide attractive routes for walking to and from key public transport nodes such as the new tram stops to be provided on St Andrew Square and Picardy Place, existing bus stops on Leith Street, York Place and Princes Street and the main City rail and bus stations.

- 
- 2.14 The routes will ensure that the redevelopment of the St James Centre fully integrates the scheme as part of the retail circuit formed by Princes Street and George Street. Figure 2.2 provides an illustrative masterplan layout for the site and the wider St James Quarter area.
- 2.15 Through the St James redevelopment, pedestrian infrastructure on Elder Street will be improved by widening footways and building controlled crossings into the proposed signalised crossing arrangement. Footways will be retained on St James Place, linking Elder Street and the bus station to the newly created pedestrian environment at Little King Street. Existing openings along the northern side of Leith Street will be rationalised together with widening of the footways to create a safe and direct pedestrian route.
- 2.16 Good quality, safe and secure cycle parking will be provided at grade throughout the site for visitors, split evenly between the main entrance points. Further cycle parking will be provided beneath the development in the basement car park for staff and potentially residents. Showers and changing facilities will be provided for staff. It is expected that cyclists will make use of the many lifts and ramps to access basement cycle parking. Initial estimates of cycle parking provision are around 360-370 spaces for staff and residents, with around 80 spaces for visitors. Staff cycle parking is based on a combination of 10% of the expected retail staff numbers plus CEC standards for office and hotel. The residential provision is also based on CEC standards, with the visitor parking based on 5% of customer car parking provision (from BREEAM). Final cycle parking provision will be agreed with CEC.

### Car park access

- 2.17 Vehicular access to the existing St James Centre is currently provided from Elder Street and Leith Street. Both existing car parks can be accessed from York Place using Elder Street and then St James Place. The John Lewis car park also has an access and exit on to Leith Street. St James Place currently supports 1-way traffic only and vehicles are therefore not permitted to exit car parks via St James Place and Elder Street. Vehicles instead are required to use an exit to Little King Street and or Leith Street.
- 2.18 Considerable discussion has taken place with CEC on the vehicular access strategy for the site. The proposed strategy is presented in graphic form in Figure 2.3. It is proposed that 2 - way access to the car park is provided from Elder Street as the primary access and Leith Street as the secondary access.
- 2.19 The Elder Street access would involve the installation of traffic lights at the junction of St James Place and Elder Street and the introduction of 2-way working on St James Place. This junction would be linked with the existing signal controlled junction of York Place and Elder



Street to maximise capacity. Full signal control would allow adequate green time to be allocated to buses and pedestrians while creating sufficient capacity to cope with car park and service vehicle demand. Figure 2.4 provides an indicative layout design for the signal junction arrangement.

- 2.20 The Leith Street access would involve the installation of a new traffic signalled junction to the south of the existing traffic lights serving the Greenside Place car park. The current priority arrangement allows left in and left out only. The new facility would also allow right turn out of the car park, thus reducing pressure on the Picardy Place junction previously created by vehicles wishing to travel to the south of the city. It is anticipated that the new signal controlled junction would be linked with the Greenside Place signal controlled junction to maximise capacity. This would also require Calton Road to be signal controlled. Pedestrians would be catered for by creating controlled crossings at the car park access and at Calton Road. Existing at grade crossings at the Greenside Place car park junction would be retained. Figure 2.5 illustrates an indicative design for the junction layout.
- 2.21 Limited vehicular access will be maintained via Elder Street to serve James Craig Walk and the existing residential properties. It is anticipated that the Zone 2 parking spaces will be removed. Emergency vehicle access will be made possible between James Craig Walk and Leith Street.
- 2.22 Further limited vehicle access will be provided from St James Place to Little King Street for essential residential and servicing only. It is anticipated that St James Place, beyond the car park entry/exit point, and Little King Street, will be developed as a shared surface to facilitate vehicular access but encourage pedestrian priority.

## **Service vehicle access**

- 2.23 The St James Centre is currently serviced via an internal street located beneath the main shopping area, which extends between Elder Street and Leith Street. The service street uses a one-way flow operation, with entrance from York Place, via Elder Street, and exit onto Leith Street.
- 2.24 John Lewis Partnership has a dedicated service area which is accessed from Leith Street (entrance and exit). Multrees Walk and the bus station are also serviced from the existing St James Centre service road, requiring large vehicles to complete an awkward reversing movement after entering the main service area.

- 
- 2.25 Service activity takes place along the internal service street on both sides, with service vehicles generally parking parallel to service docks and bays.
- 2.26 Service vehicle access for the proposed development will be similar to the current arrangement. Vehicles will continue to enter the site from York Place via Elder Street and continue through a 1-way system to exit at Leith Street. JLP will also service in this manner rather than having a dedicated entry/exit point on Leith Street, contributing to the rationalisation of openings along Leith Street to the benefit of pedestrians.
- 2.27 The entry point at Elder Street will be via the signal controlled junction discussed above. Exit on to Leith Street will be via a new opening to be created opposite Greenside Row, to be incorporated within the existing signalised junction. This arrangement will be exit only from the service road, with vehicles allowed to exit in all directions. This will relieve pressure on Picardy Place as vehicles wishing to head to the south of the city will no longer need to route through the junction. Service vehicles are currently restricted to left turn only from the service road, requiring vehicles wishing to head south to carry out a u-turn manoeuvre at Picardy Place.
- 2.28 It is anticipated that limited service vehicle access will be permitted along St James Place/Little King Street, beyond the main car park entry/exit point on St James Place. This will facilitate access to cold storage units and kiosks in the area. Loading times will be restricted in acknowledgement that Little King Street is to become a key pedestrian route through the site.
- 2.29 Vehicles servicing the existing residential development at James Craig Walk will continue to make use of Elder Street.

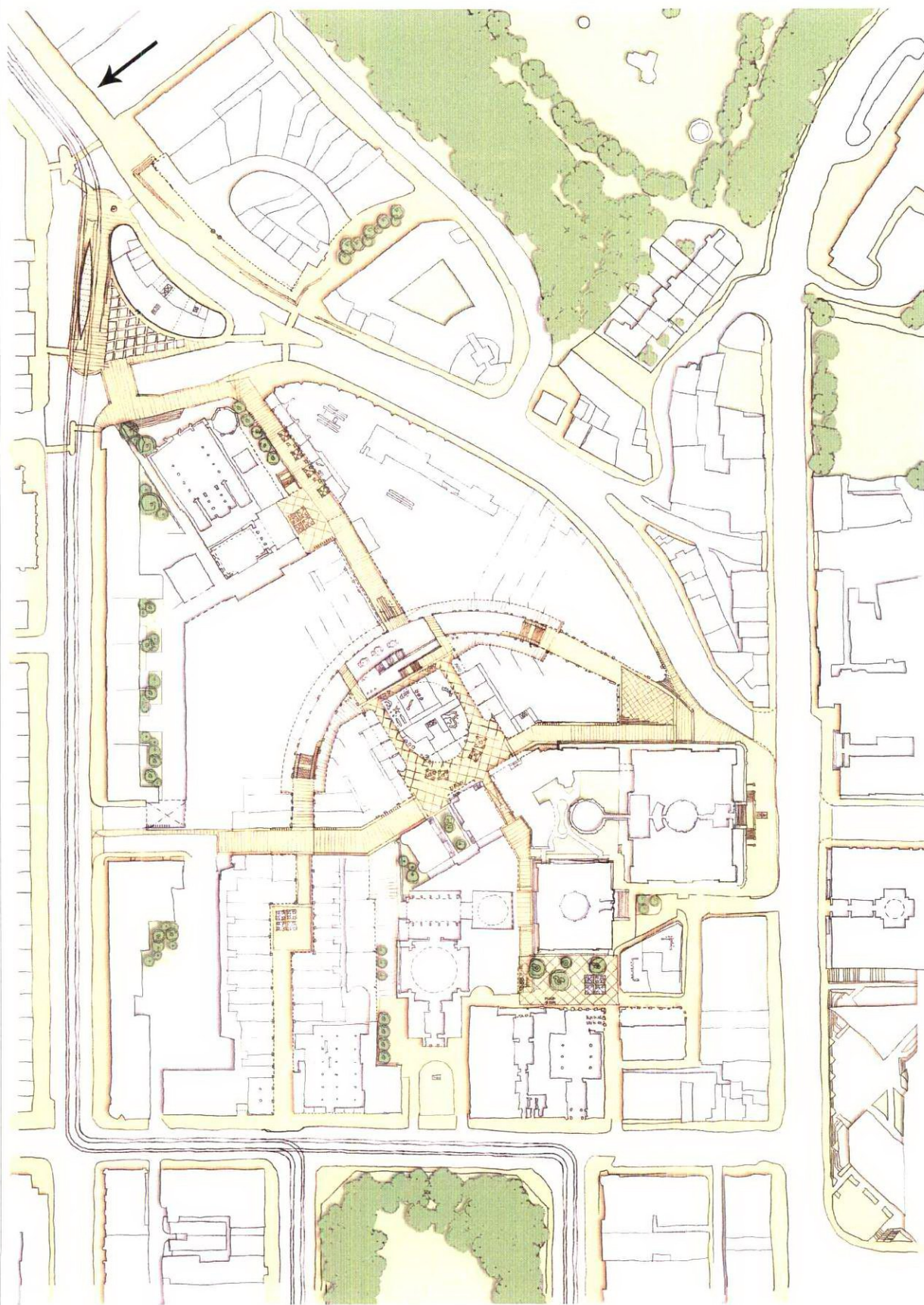


**Development Site**  
**The St James**  
**Quarter**



Drawing Title	Development Site Location Plan	Client	Henderson Global Investors	<div><div>COLIN</div><div>BUCHANAN</div></div> <div>4 St Colme Street Edinburgh EH3 6AA  T 0131 226 4693 F 0131 220 0232 www.buchanan.co.uk</div>	Scale:		NTS																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																								
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Drawing Title

St James Quarter Masterplan

Client

Henderson Global Investors

Job Title

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Drawn by: AMA / BDP

Ckd/Appd:

1st Issued: Sept 2008

Job No: 122421

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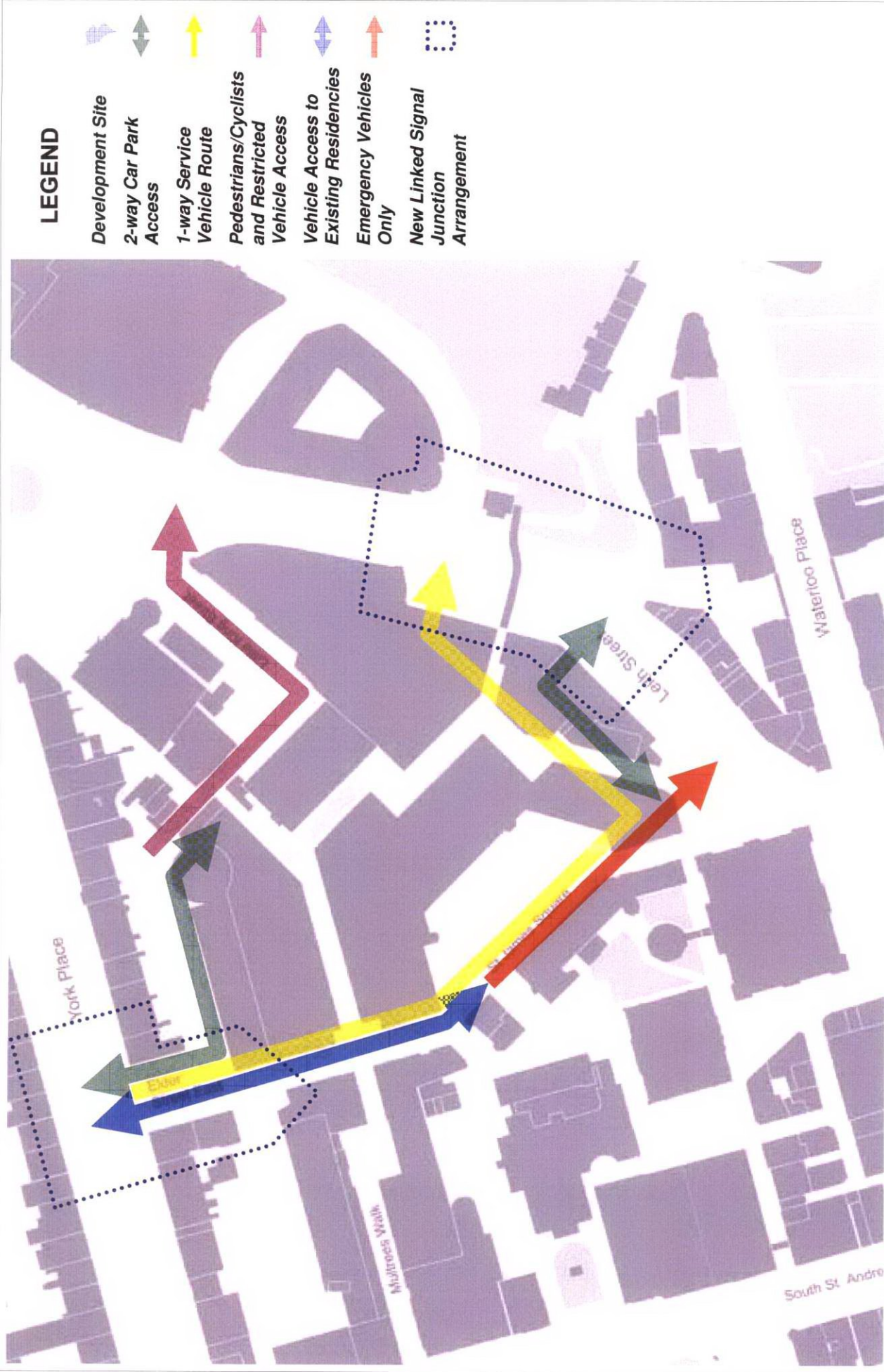
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Amendment.

Figure 2.2

Figure 2.2





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### 3. POLICY CONTEXT

- 3.1 The planning policy context for the site is set out in Document 3: Supporting Planning Statement. Key policy and guidance relating to transportation are summarised below and set out in more detail in Appendix 2.

#### **National Policy**

- 3.2 A range of objectives and key transport guidance for new development is set out within Scottish Planning Policy 17 (SPP 17) – Planning for Transport and PAN 75 – Planning for Transport.
- 3.3 Both documents were introduced by the Scottish Government to ensure new developments can be well integrated into effective networks for walking, cycling and public transport, therefore sustaining and promoting travel by modes other than the private car whilst supporting economic growth and regeneration.
- 3.4 Paragraph 51 of SPP 17 outlines criteria which if not met, planning permission should not be granted for significant travel generating uses. These criteria are listed below;
- where immediate links to walking and cycling networks are not available or cannot be made available;
  - where access to public transport networks are further than 400 metres by walking;
  - which would encourage reliance on the private car;
  - which would be likely to have a detrimental effect on the capacity of the strategic road and/or rail network; and

where a Transport Assessment does not include any satisfactory mechanism for meeting sustainable transport requirements.

#### **Local Policy**

- 3.5 There are a number of local policy documents which are relevant to the development proposals as follows:
- Edinburgh and Lothians Structure Plan;



- Central Edinburgh Local Plan;
- Finalised Edinburgh City Local Plan;
- Local Transport Strategy 2007 – 2012;
- The CEC parking strategy; and
- St James Quarter Development Brief

3.6 These documents take cognisance of the guidance and objectives set out within national policy. Key elements of these documents are presented below:

- Proximity to walking, cycling and public transport links;
- Production of a Transport Assessment and Travel Plan for major trip generators;
- The core development area (the City Centre) which has the following objective within the LTS;

*To support development in the major growth areas through facilitating provision of necessary transport infrastructure.*

- The tram project and its role in enhancing accessibility throughout Edinburgh;
- Reducing the need to travel;
- Car parking provision and demand; and
- Protect and, where possible enhance the parking and loading needs of businesses, trades people, carers and visitors.

## **Assessment of Site in relation to policy context**

3.7 The criteria identified in Paragraph 51 of SPP17 generally capture the objectives and principles set out in the development brief and all policy summarised above.

3.8 The criteria set out in paragraph 51 of SPP17 are considered below in detail:

- Immediate links to walking and cycling links will be available. The development has been designed to maximise permeability on foot/bicycle, with internal links joining external links in a coherent and efficient manner;

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- Access to public transport networks will be less than 400m by walking. The main city bus and rail stations are within 400m as are local bus stops on Leith Street and York Place, and the proposed Edinburgh Tram stops on St Andrew Square and Picardy Place;
  - The development proposals will not encourage reliance on the private car. Parking provision is based on the retention of the current highly sustainable mode share. It is hard to imagine a development site which is better located with regard to access to, and choice of, sustainable travel modes. The design and location of the site fully support sustainable travel patterns;
  - The majority of trips to the site will be by sustainable travel modes. It is proposed to increase the provision of high quality city centre parking spaces within the development. It is expected that the total number of visits to the site will increase but that the proportion of cars will not. It is also expected that people will stay for longer given the improved quality and choice that will be made available; and
  - The design, nature and location of the site fully support the achievement of sustainable travel requirements. A travel plan framework has been prepared to provide a mechanism for the retention and delivery of sustainable travel patterns;

## 4. ACCESSIBILITY

### General

- 4.1 The site and wider St James Quarter is highly accessible by all modes of transport, and in particular by sustainable modes. An extensive network of footways, some cycle infrastructure and enviable access to a range of existing and proposed public transport modes provide excellent sustainable travel choices. This potential is currently realised through an observed car travel mode share of just 11%<sup>1</sup> for travel to the site. For those who need to travel by car, the site has easy access to key traffic routes in the city on York Place/Queen Street, Leith Street and Leith Walk/London Road.
- 4.2 An accessibility assessment has been undertaken to identify existing travel opportunities and relate these to the development proposals. The assessment considers travel by all modes and provides details of current and future infrastructure and service provision.

### Walking and Cycling

#### *Walking*

- 4.3 At present there are currently five key pedestrian entrances to the St James Centre; Leith Street/Princes Street, Elder Street, the bridge link from Greenside car park, the John Lewis entrance from the north end of Leith Street and Elder Street/Multrees Walk. Figure 4.1 shows the current split of pedestrian activity around the site using data collected from automated counters. The access on to Leith Street towards Princes Street currently experiences the highest demand with almost half of all pedestrians, equating to a footfall of around 3 million per year, entering/leaving at this point. The Multrees Walk and JLP access points are 2<sup>nd</sup> and 3<sup>rd</sup> respectively. Around 12%<sup>1</sup> of people currently walk to the St James Centre from their trip origin.
- 4.4 The site and wider St James Quarter is surrounded by a network of pedestrian routes linking to the rest of city centre and beyond. Of particular relevance is the retail circuit created by Princes Street, George Street and Multrees Walk, the St James Quarter forming the eastern boundary of this. Routes are supported by controlled pedestrian crossing points where required and are of reasonable quality. Current constraints include a pinch point at the

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<sup>1</sup> April 2007 Javelin Shopper Survey for HGI