



CG/MP
14 Feb 2006

The Caltongate Masterplan Consultation Draft

Preface

This masterplan has been prepared by a multi-disciplinary professional team employed by Mountgrange. Mountgrange as the major private landowner within the masterplan area and has worked in association with City of Edinburgh Council to prepare this consultation draft masterplan to guide the comprehensive redevelopment of this area. The Consultation draft masterplan is the product of detailed work over a period of over 18 months which has included extensive consultation with the public and other key stakeholders.

The consultation masterplan is now presented to City of Edinburgh Council to carry forward for a period of formal public consultation. Following this, it will be adopted by City of Edinburgh Council as supplementary planning guidance to guide future applications for planning approval in the area.

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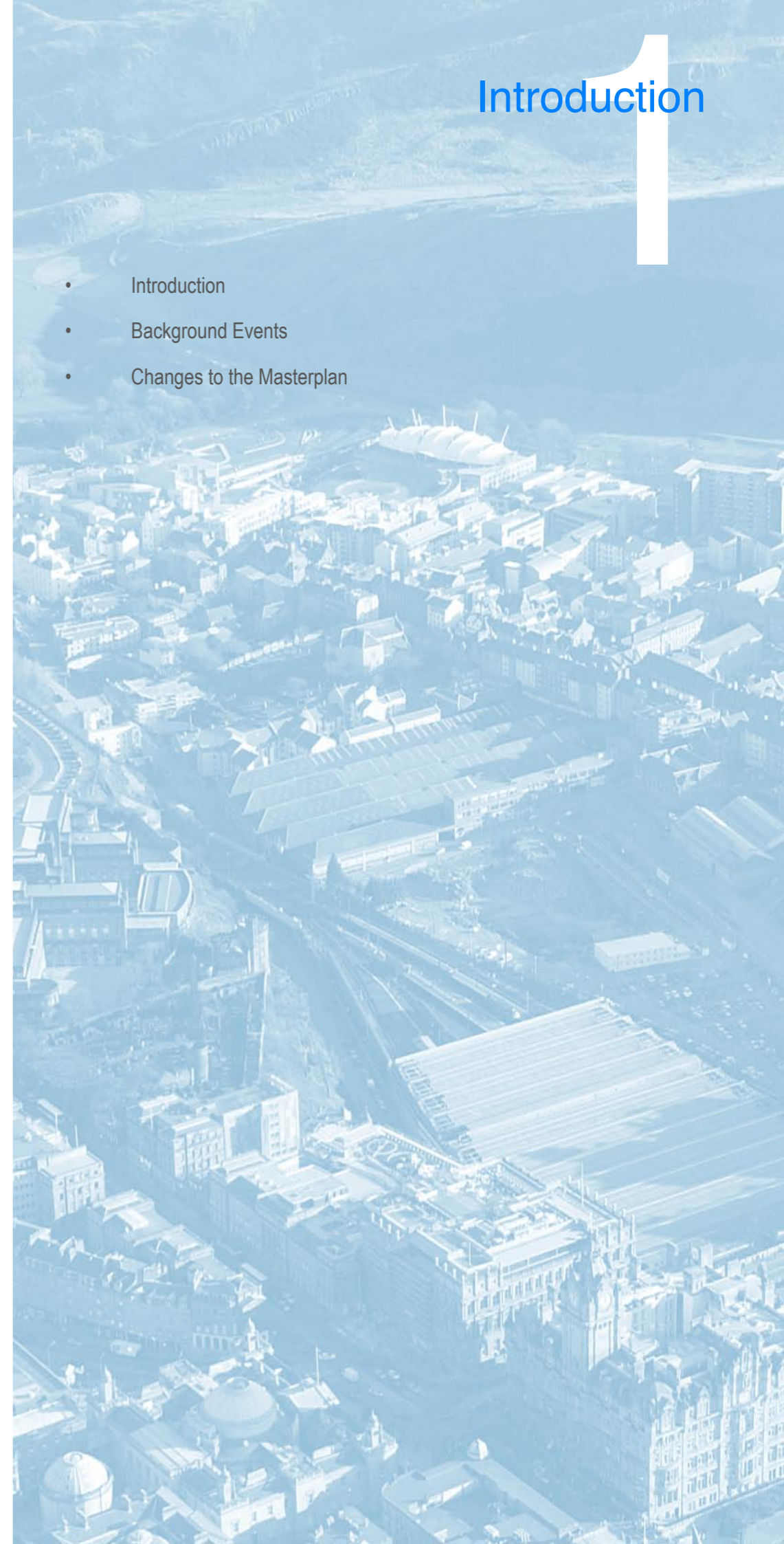
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Introduction

1.1 This consultation Masterplan is in respect of a comprehensive scheme for the Caltongate site in central Edinburgh, including land at East Market Street, New Street, Calton Road and Canongate. The masterplan represents a major opportunity to enhance the vitality, economy and appearance of this part of the Waverley Valley and Edinburgh Old Town, to assist in the delivery of a development of a high quality, mixed use scheme. It has been prepared by Mountgrange Caltongate Limited in association with the City of Edinburgh Council City Development Department and represents the culmination of over 18 months work, which has involved consultation with the local community and other key stakeholders. The Council are now taking this forward with further consultation.

1.2 WHY MASTERPLAN?

The Consultation Masterplan explains how the Caltongate site could be developed, describing and illustrating the proposed urban form in three dimensions, and establishing a clear vision for the redevelopment of the area. It explains how the urban form will achieve the intended vision for Caltongate and describing how it could be implemented. It seeks to combine planning objectives with community aspirations and financial opportunities and constraints. Further consultation with the local community and other key stakeholders will help to crystallise this position.

A masterplanning process is being carried out before any formal planning applications for major development. This responds to adopted Council policy for this area as well as to Scottish Executive planning policy. The Council recognises the role of a masterplan to help guide development in this area in the Council Waverley Valley Redevelopment Strategy (approved in 2000/2001) and in the adopted Central Edinburgh Local Plan.

The masterplan has also been prepared in accordance with the guidance in Scottish Planning Policy 1, “The Planning System”. This identifies that masterplans can be used to good effect in areas where additional planning guidance is required for major development where the scale and complexity of development requires a detailed framework to co-ordinate action and investment. SPP1 indicates that this process should result in a higher standard of development than would result from individual applications for planning permission. Scottish Executive policy

statement, “Designing Places” recommends a toolkit of supplementary policy guidance (SPG) including development briefs, masterplans and design guides. A development brief for an area for instance may be expanded into a masterplan. In this context, the existing Waverley Valley Redevelopment Strategy has been taken forward and expanded into this masterplan.

1.3 WHY MOUNTGRANGE?

Mountgrange Capital plc is a privately owned property investment and development company, involved in a number of property initiatives; some as principal, others in either an advisory, investment or development capacity. Its current property portfolio includes development sites across the UK, particularly in Scotland and the south east of England, providing a combination of office, retail and residential development opportunities.

Following its purchase of the former New Street bus garage site in 2004, Mountgrange Capital plc formed a specific company, Mountgrange Caltongate Ltd, to look into the former New Street bus garage land holding. It carefully assessed any opportunities to enhance the planning and design prospects for the site and to investigate opportunities to extend the site through the control of adjoining sites. The former bus depot and land at Calton Road (except land rising to Regent Road) are under the control of Mountgrange. The masterplan area also encompasses properties in East Market Street including the Canongate Venture building, the Council depot building and the Jeffrey Street arches. These properties are all currently owned by City of Edinburgh Council. In November 2005 the Council conditionally resolved to dispose of these properties to Mountgrange. Properties in Canongate are also part of the masterplan area, which are in a mix of Council and private ownership. Mountgrange therefore control most of the land in the masterplan area and is best placed to prepare the masterplan in association with the Council.

1.4 THE TEAM

Mountgrange has brought together an experienced team of consultants to work on this project in association with the Council. The design team is led by Allan Murray of Allan Murray Architects (AMA). Other architectural input is from Comprehensive Design Associates (CDA), which like AMA are based in Edinburgh, and RHWL. The design team for the masterplan is of a high calibre and a reflection of the vision that the Caltongate site deserves. The consultative masterplan is accompanied by a series of technical reports that have been prepared to assist in its understanding and justification. These documents, which are available for public inspection along with the masterplan, include:

- Planning Statement (GVA Grimley),
- Heritage Statement (Hurd Rolland Partnership),
- Townscape and Visual Assessment (EDAW),
- Transportation Assessment (SIAS),
- Travel Plan Framework (SIAS),
- Pedestrian Flow Spatial Analysis (Intelligent Space Partnership),
- Sustainability Appraisal (Environ),
- Economic Impact Assessment (EKOS) and
- Consultation Report (PPS).

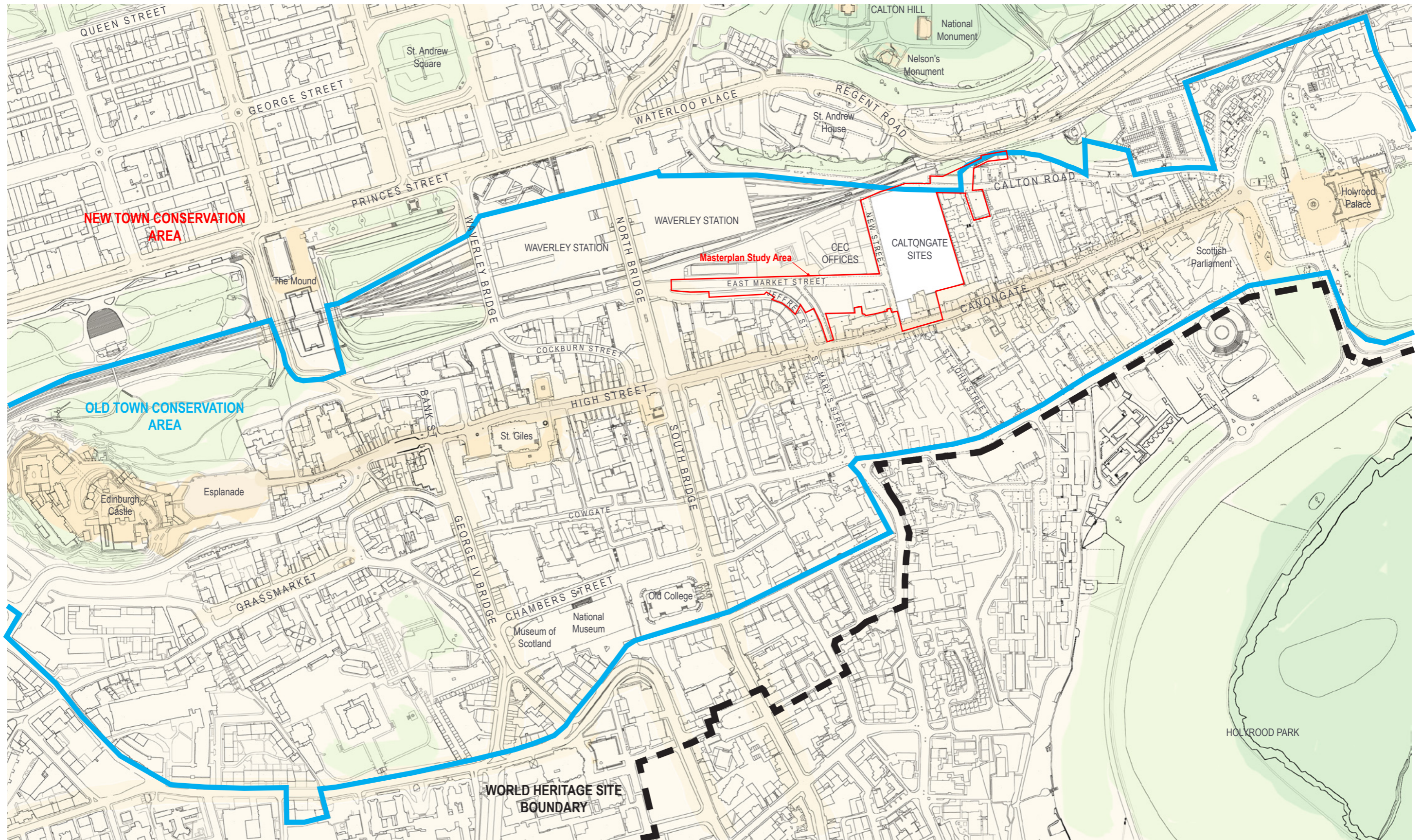


FIGURE 1: EXISTING CITY CONTEXT PLAN

1.5 ENVIRONMENTAL REGULATIONS

The masterplan has been progressed in accordance with the Strategic Environmental Assessment (Scotland) Regulations. An Environmental Report has been prepared by Environ, on behalf of the Council. The Environmental Report is also published for public consultation with the Consultation Masterplan.

1.6 NEXT STEPS

It is now intended that a formal consultation process takes place on the Consultation Masterplan to be led by the Council in order to seek the views of local residents and other key stakeholders. This process is being led and managed by the Council which, amongst widespread publicity and notification, will involve exhibitions, a community workshop and engagement with heritage groups. At the end of that process any comments made will be taken into account and the masterplan reviewed. A masterplan will then be reported to the Council for adoption as supplementary planning guidance to guide future development proposals for the site. Once adopted it would carry considerable weight in the determination of subsequent applications for planning approval.

Following Council adoption of a Caltongate Masterplan the next stage in the planning process would be the submission of applications for planning approval. At that stage there would be further opportunity for public involvement through the statutory procedures. The processing agreement will reflect the Scottish Executive proposals set out in the June 2005 White Paper Modernising the Planning System, to introduce a system of processing agreement so that applicants and the planning authority agree on a realistic timetable for major planning applications to be determined, informed by the views of statutory consultees. The scope and format of future planning applications will be informed by any approved masterplan. The applications could also take forward a design statement to provide additional guidance on how the development can be carried out in accordance with Scottish Executive guidance set out in PAN 68 Design Statements.

1.7 BACKGROUND

In 2004/2005, Mountgrange and the Council City Development Department were involved in various pre-planning activities that have helped to shape a masterplan for Caltongate. This included the running of an urban design competition, with the City Development Head of Development Quality acting as an observer, to select a masterplanner/urban designer to lead a preliminary masterplan concept. In addition, there has been an intensive period of activity on planning discussions and consultation with officials of the Council and consultations with various relevant agencies and interest groups. In summary, the timing of events has been as follows:

- Summer 2004: Initial briefings to Mountgrange from planning advisers and from City Development regarding the context for this site policy issues and precedent planning applications including an extant planning permission (the "Gensler Scheme") for the redevelopment of the former bus garage. Mountgrange carried out an appraisal of the approved scheme and concluded that the development mix and format was not commercially attractive.
- Autumn 2004: With further guidance from the Head of Development Quality, Mountgrange decided that a masterplan and new planning permission would be required to maximise the opportunity for the area. The planning department's advice was to seek a flexible masterplan, through discussion with planning officials and consultation with key stakeholders, which allows the potential for various architectural styles to be engaged in a longer term phased scheme. Mountgrange assessed a number of architectural practices from Edinburgh, Glasgow and London and concluded that there was a wealth of proven experience within Edinburgh to select a team. A shortlist was drawn up with three practices being given a budget to fund their final detailed submissions.
- Winter 2004/2005: Mountgrange ran the final architects competition to select an urban design/ Masterplan and a project management team. Allan Murray Architects were selected to produce the Masterplan vision, with CDA advising on project management. GVA Grimley advised on various planning process issues.

- Spring 2005: Mountgrange expanded the masterplan team to include advisers on, heritage, environmental, economic and townscape issues, transport/movement, pedestrian flow management and public consultation. The contextual site analysis was commenced and detailed research was completed on the surrounding land assembly and other matters of building heritage. The project team tested options for the physical development of the extended site.

- Summer 2005: An initial masterplan presentation emerged from the team and this was presented to various interest groups, along with timescale flowcharts to explain the options for managing the planning process. The team focused on the need to design public realm with activated building frontages and managed public space with natural pedestrian flows and controlled traffic. The team visited three notable schemes in London and others in Birmingham, Dublin and Newcastle, to gather evidence on effective place-making. The report of this survey was submitted to City Development in August 2004, for comparison purposes (City Development had also been on a study tour of Copenhagen and useful comparisons were made).

- Autumn 2005: A preliminary Mountgrange masterplan and model were presented, exhibited and discussed at various meetings, presentations and exhibitions. In summary, the details of the autumn 2005 Mountgrange led consultation are as follows:

- Heritage Groups: Mountgrange met with Historic Scotland, Edinburgh World Heritage, Cockburn Association, Old Town Association and Architecture and Design Scotland to discuss the heritage implications of the Caltongate proposals.

- Community/Local Interest Groups: Mountgrange met with Canongate Community Council, Old Town Association, Old Town Traders Association, Canongate Community Forum, Scottish Parliament, Holyrood Liaison Group, Royal Mile Primary School, Old Sailors Ark, the Out of the Blue Arts Trust and a number of residents and businesses who live or are located adjacent to the masterplan area.

- **Local Representatives:** The Mountgrange team also met with Sarah Boyack MSP, the elected member for Central Edinburgh, on three occasions, and has had a number of meetings with Councillor Bill Cunningham, who represents the Holyrood ward. Mountgrange have also met with Council Leader Donald Anderson, Councillor Trevor Davies, Convenor of the Planning Committee, and Councillors John Longstaff, Susan Tritton and Jim Lowrie, the Liberal Democrat representatives on the Planning Committee.
- **Exhibitions:** In order to inform Edinburgh residents of the proposals and gather broader responses, three public exhibitions were held in September, October and November. These exhibitions took place in the St James Shopping Centre on Friday 30th September and Saturday 1st October, and in the Canongate Kirk on Wednesday 2nd November. Around 3,000 people attended the exhibitions and 219 visitors took the opportunity to register their feedback by completing a questionnaire.
- **Publicity:** The Caltongate scheme featured in press articles throughout the Autumn, and specific coverage of the consultation process included articles in the Edinburgh Evening News on 7th September and 3rd October, and in both The Scotsman and The Herald on 4th October.
- **Other:** In addition, the Mountgrange design and planning team presented to the City Planning Committee on September 29th and also held a local stakeholders meeting at the City Chambers, involving Canongate Community Council, Edinburgh Chamber of Commerce, Edinburgh City Centre Management, Royal Mile Primary School and Holyrood Mews Residents Association. Mountgrange also met with Edinburgh City Centre Management, Edinburgh Chamber of Commerce, and Scottish Enterprise Edinburgh and Lothians about the economic implications for Edinburgh.

1.8 The list above notes that a full consultation exercise was organised by Mountgrange for its preliminary masterplan throughout Autumn 2005. This was co-ordinated by PPS, who have been advising on public consultation, and was centred around three days of public exhibitions. The exhibitions gave members of the public the opportunity to register their feedback in the form of a questionnaire, the results of which were compiled and can be summarised as follows:

- 89% of people either agreed or strongly agreed that the area around the Caltongate site was in need of regeneration.
- 86% of people either agreed or strongly agreed with the proposals to create a new link between Waverley Station, the Royal Mile and the Parliament.
- 83% of people either agreed or strongly agreed with the plans to create a new public square as part of the scheme.
- 78% of people thought the proposed scheme would be good Edinburghs tourism and city centre businesses.
- 78% of people thought the proposed scheme would be good for Edinburgh as a whole.
- 77% of people supported the proposed mix of uses for the scheme.

Changes to the Masterplan

1.9 In response to this initial public consultation, Mountgrange has made the following changes to the physical elements of its overall masterplan:

1. AMENDED PLANNING PROCESS

Mountgrange originally intended to pursue their development proposals via the planning application process accompanied by a masterplan. However in response to points raised about the level of detail necessary with a planning application and the status of the masterplan, Mountgrange made a decision to add to the level of architectural and design detail and to utilise the time taken to prepare this, to work with the Council to take a masterplan through to formal adoption allowing further public consultation. This decision was also taken in discussion with the Council.

2. BREAKTHROUGH OPTIONS

In response to heritage and other groups comments on the nature of the link from Canongate to the square and East Market Street (Parliament Way) - a closer architectural, heritage, movement and commercial appraisal of the different options to break the parliament way access through to Canongate. This includes a typology of different treatments from pends, arches, screens and full breaks. A final decision has been made, to settle on a reduced width street break.

3. TRAFFIC MANAGEMENT ALTERATIONS

Traffic management alterations including rationalisation of development access junctions off Calton Road, traffic restrictions on the proposed residential street, cognisance of the Councils outline proposals for the closure of the Canongate to through traffic.

4. PUBLIC REALM MANAGEMENT AMENDMENTS

From comments received from community groups and residents, proposals for public realm including surface treatments, formation of Caltongate Management Ltd and appointment of a sub-team to advise on public realm management (taking examples of good practice from the likes of Brindleyplace, Birmingham).

5. GOOD NEIGHBOUR AGREEMENT

As a result of discussions with the Canongate Community Council, a Good Neighbour Agreement is being drafted to govern certain management issues and serve as a binding agreement between the developers, Mountgrange, and the local community.

6. COMMUNITY FACILITY

In response to various comments at local meetings and at the exhibitions, a community facility will be provided. Discussions with the Community Council are continuing to finalise exactly what form this facility will take.

7. LOCAL FOODSTORE

In response to local residents and community groups, inclusion of a larger supermarket facility.

8. PERMEABILITY

From discussions with planning officials and others, a closer check on title and design/movement issues to enhance pedestrian permeability through the masterplan area, to Tolbooth Wynd.

9. AFFORDABLE HOUSING

In response to the Councils Housing Department and others, progressing an agreement with City Council officials on the provision of affordable housing at Calton Road.

10. THE SAILORS ARK

Discussions are ongoing regarding the relocation of the Ark facility and a possible site has been identified at Calton Road.

11. THE LINK BUILDING

Following various comments on detailed design, a design amendment to the building which links the opening to Canongate to the centre square in the scheme, to present a more traditional corner building design.

12. HOTEL

In response to various local groups and heritage comments, a refinement of the design of the hotel to present an interior and exterior finish, which is suited to the highest prestige sector of the hotel market. Also a review of the building link across New Street.

13. EAST MARKET STREET / CRANSTON STREET

Following comments from local heritage groups, and officials at the Planning Department and Historic Scotland, a closer study of the building functions and design aspects for the plot of land at Cranston Street, including further enquiries with civic agencies interested in urban design and architecture, which also have property occupational requirements. This is with the aim of attempting to add to the East Market Street arts quarter with a building that could function as a centre for urbanism. Further work is to be carried out on this building, to observe the setting of nearby listed buildings and this part of the conservation area.

14. JEFFREY STREET ARCHES

In response to questions from attendees at the exhibition and from heritage interests, concerning the detailed design for the conversion of the Arches on Jeffrey Street, Mountgrange has instructed detailed architectural work on options for their conversion and exterior door/window treatments. This is also with the aim of allowing the Arches to function externally out to an expanded pavement.

15. EAST MARKET STREET

In response to questions raised about the public realm on East Market Street and the desire to show enhancements to the conservation area, Mountgrange has looked at the function of the East Market Street corridor in engaging Caltongate with the arts quarter of East Market Street. Mountgrange has developed a streetscape and pavement-widening scheme to both calm traffic on East Market Street; and also to encourage pedestrian and street activity in this area. There are also proposals to improve the streetscape materials.

16. REGENT ROAD LINK

The consultation on the Preliminary Masterplan presented an addition to the Caltongate scheme to the North, with an indicative scheme to supplement the Jacobs Ladder to Regent Road, with more gently graded steps. The public response was positive and some responses enthused about the potential to link directly to the old Royal High School, which is being assessed for a photographic/media museum. The masterplan includes the potential for this link at a future time. However, there remain significant issues with regard to land ownership and funding which mean provision of the link cannot be guaranteed at this time. There will have to be financial and land/implementation support from other public agencies and this may have to link to some certainty on the future of the Royal High building. However, the masterplan acknowledges the longer term potential for a future graded stairway.

