

Transport and Environment Committee

10.00am, Thursday, 5 December 2019

Progress Update on Edinburgh St James' GAM Works

Executive/routine	Executive
Wards	11 – City Centre
Council Commitments	19, 22, 27

1. Recommendations

- 1.1 It is recommended that Committee:
 - 1.1.1 Notes the progress made with the Growth Accelerator Model (GAM) Works.
 - 1.1.2 Notes that the design variation to Picardy Place as endorsed by Committee has been successfully integrated into the GAM contract including the reinstatement of Paolozzi sculptures and the Leith Central Station stones.
 - 1.1.3 Notes that the Picardy Place Central Island will be used as a compound to support the Tram Project's implementation, consequently only temporary footpaths and cycleways will be provided to link up with the new routes through Picardy Place.
 - 1.1.4 Agrees the need for further public engagement on the public realm enhancement opportunities on the Central Island and that this should proceed in Quarter 1 2020.
 - 1.1.5 Agrees that a report be brought back to Committee providing the results of the consultation exercise and seeking approval to proceed with a preferred option for the Central Island.

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Executive Director of Place

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Progress Update on Edinburgh St James' GAM Works

2. Executive Summary

- 2.1 This report provides an update on the progress made with Growth Accelerator Works (GAM) being taken forward alongside the development of the new Edinburgh St James centre. A specific focus is provided on the redevelopment of Picardy Place.
- 2.2 The development of the revised design proposals for Picardy Place were endorsed by the Transport and Environment Committee on [25 January 2018](#). An additional £1.5 million budget was agreed at Council on [1 February 2018](#) in order to pay for the increased scope of works. Subsequently a contract variation to the GAM agreement was successfully concluded with Nuveen (the Developer) in September 2018.
- 2.3 In October 2018, construction of the revised design commenced. Work is now well underway and, with the exception of the Central Island in Picardy Place, will be substantially completed by the end of 2019. All the other GAM works will be completed in advance of the centre opening in October 2020, as originally scheduled. The project remains on track in terms of overall programme and is contained within the agreed budget.
- 2.4 The finalisation of the design and construction programme has been co-ordinated with the Tram project which was approved in March 2019. The scope and programme of the Picardy Place works has been specified accordingly: the objective being to minimise cost, disruption and environmental impacts while ensuring that there are opportunities for further public consultation in relation to the Central Island where the final design is not yet established.
- 2.5 The Tram Project contract was awarded on the 9 October 2019 with the works scheduled to be completed and commissioned, with Picardy Tram stop operational, by Spring 2023. With these programme constraints now understood, the endorsement of the Transport and Environmental Committee is sought as to the proposed options and process for the proposed public engagement on the final design and use of the Central Island space.

- 2.6 Picardy Place will be handed back to the Council with the other GAM Works in October 2020 assuming all works are satisfactorily completed, and the centre remains on programme for the planned opening date. In advance of this milestone a design solution for the Central Island will be developed which complements the public transport and active travel arrangements that are currently being delivered. This paper seeks endorsement of the potential hard and soft landscaping options prior to further public engagement commencing in Quarter 1 2020.
- 2.7 Based on the current Tram Project programme, works to Picardy Place will commence in Spring 2021 with the tram contractor using the Central Island as a compound during construction. In the intervening period officers will explore the possibility of meanwhile uses and trialling of the use of the space prior to finalising the design. Temporary footpaths and cycleways around the Central Island will be provided to link up the new routes through Picardy Place, which can be adapted subsequently to accommodate the Tram Project's sequencing.
- 2.8 Council officers will report back on the outcomes of the consultation exercise and will prepare plans for delivery of the Central Island to coincide with the completion of the tram works in this area.

3. Background

- 3.1 On 4 June 2009, the Council approved planning permission in principle (08/03361/OUT) for the redevelopment, refurbishment and demolition works to provide a major mixed-use scheme on the site of the existing St James Centre.
- 3.2 On the 19 November 2015 and 10 March 2016, in reports to Council, the Chief Executive was authorised to enter into the GAM Agreement. On 14 June 2016, the GAM was signed on behalf of the Council and on 21 June 2016, the GAM was signed on behalf of the developer of the centre.
- 3.3 The works to be delivered by the Developer under the GAM (GAM Works) are:
- 3.3.1 Public realm and infrastructure improvements at James Craig Walk;
 - 3.3.2 Accessibility and permeability improvements around the New St James Centre (Leith Street, Elder Street and York Place);
 - 3.3.3 Public realm and tram proofing works at Picardy Place;
 - 3.3.4 A multi-modal transport interchange at the junction of Leith Walk, Leith Street and York Place (Picardy Place junction); and
 - 3.3.5 The Energy Centre (to be constructed in the New St James Centre for the purposes of providing electricity to the grid and hot water and chilled water to the New St James Centre and also to allow for external connections).
- 3.4 A Grant Offer letter from the Scottish Government provides a payment mechanism to the Council for the cost of these works provided certain targets are met. The GAM Targets are:

- 3.4.1 GAM Target 1 – Economic growth from the Retail and Leisure element, measured by growth in the rateable value of the New St James Centre when compared to the previous rateable value of the St James Centre. This target relates to 55% of the annual grant;
- 3.4.2 GAM Target 2 – Economic growth in the surrounding area, defined as growth in Edinburgh postcodes EH1, EH2, EH7 and EH8 (excluding the centre), measured by growth in the non-domestic property tax base. This target relates to 25% of the annual grant; and
- 3.4.3 GAM Target 3 - Employment and training targets to support the long term unemployed and the harder to reach groups and areas. This target relates to 20% of the annual grant.
- 3.5 The Scottish Government maximum contribution based on achieving all three GAM Targets is £4.27 million per annum. This grant, along with contributions from the developer, will allow for a maximum capital cost of £61.4 million (and borrowing costs) to be met by the Council.
- 3.6 The GAM Targets will be measured over three years initially from 2020 and this will be extended by a further three years if the targets are not fully met. The Government's contribution is also linked to a proportional percentage performance against targets. So, for instance, if 80% of the respective targets are achieved, the Scottish Government will only provide for 80% of its contribution.
- 3.7 The risk of not meeting the above targets sits with the Council. However, should the Council be unable to achieve these targets because of unprecedented market changes, the Grant Offer provides for a renegotiation of the agreed deadlines. This gives the Council every opportunity to realise full funding costs over the life of the project.
- 3.8 The necessary pre-conditions of the GAM agreement were satisfied on the 14 October 2016. As of this date it became a live contract with work commencing on 16 October 2016. Since this time work has been underway to deliver the provisions of this agreement.
- 3.9 On 25 January 2018, the Transport and Environment Committee endorsed revised design proposals for the redevelopment of Picardy Place. The revised design took into account feedback on the prior proposals received from elected members, stakeholders, and members of the public during Quarter 4 2017. The revised design sought to improve the layout for pedestrians, cyclists, and public transport by:
 - 3.9.1 increasing footway widths;
 - 3.9.2 improving linkages with existing and proposed cycle routes;
 - 3.9.3 reducing the size of the Central Island space; and
 - 3.9.4 improving the public realm provision outside St Mary's Cathedral and on the island site.

- 3.10 On [1 February 2018](#), the City of Edinburgh Council ('the Council') considered a report on the requirement for £1.5m of additional expenditure to revisit the scope of the junction improvements works at Picardy Place as originally provided in the GAM. The Council approved a realignment of the carriageway and footways capital budget to meet these additional costs.

4. Main report

GAM Works Progress

- 4.1 The GAM Works programme remains on target to complete all works prior to the opening of the centre in October 2020. The completion dates for the various elements are as follows:
- 4.1.1 Leith Street, Omni Frontage, Picardy Place Frontage and Cathedral Lane – Substantially complete.
 - 4.1.2 Picardy Junction and Elder Street (South section) – January 2020.
 - 4.1.3 Cathedral Frontage and St James Place (East section) – January 2020.
 - 4.1.4 Energy Centre – April 2020.
 - 4.1.5 St James Place (West section), Elder Street (South section) and James Craig Walk – July 2020.
 - 4.1.6 Register Square – August 2020.
 - 4.1.7 St James Square – October 2020.
- 4.2 Further detail on progress with specific issues that Committee has previously considered is provided below.

Picardy Place

- 4.3 The revised design proposals endorsed on 25 January 2018 were developed to concept stage in April 2018 (see Appendix 1). The scope and programme of works have been specified to minimise disruption, cost, and environmental impacts while maximising opportunities for further public engagement concerning the design on key elements of the junction as set out below.
- 4.4 Following additional liaison with relevant stakeholders, the design proposals have been refined to address traffic technical performance requirements and safety concerns raised during the stage two safety audit as well as to incorporate contingency measures to mitigate against buses queuing on Picardy Place.
- 4.5 The provision of setts in the carriageway in front of St Mary's Cathedral proposed in January 2018, while desirable from a visual integration perspective, were identified as a sub-optimal arrangement through a road safety audit and as a result the setted area has been reduced in size. The design principle has been retained by linking the public realm areas with using setts in pedestrian crossings, within the layby and carriageway lane separation (see Appendix 2).

- 4.6 The refined designs incorporate enhanced public realm in appropriate locations where no further changes are anticipated, and more temporary solutions are being adopted where these works will be disrupted by enabling works to facilitate the phased construction of the Tram Project.
- 4.7 A variation to the GAM Agreement to reflect the revised designs for Picardy Place as set out above was executed by the Council on 28 September 2018. The costs of this variation to the Council are within the £1.5m envelope approved by the City of Edinburgh Council on 1 February 2018.
- 4.8 The variation was agreed with the Developer to allow work on the carriageways, cycleways, and footpaths to proceed. The scope of the works is outlined in Appendices 4 and 5 below. The Developer has accepted that the finishes to the site are notional as the final design of this space will be shaped by the outcome of the public engagement and supporting business case.
- 4.9 Work to deliver the revised designs commenced in October 2018 with substantial completion scheduled in January 2020, with the exception of the Central Island which is currently on hold for reasons set out below.

Tram Works Proofing Area (TWPA)

- 4.10 In liaison with the Tram Team and the Developer the scope and the responsibility for the delivery of a utility and obstruction free zone within the TWPA has been developed with the objective of minimising the potential cost and programme impact to the Council and provide a clean interface between the two projects.
- 4.11 The Developer is now in possession of the full survey information enabling them to provide a formal summary report, including cost implications for verifying the precise location of live utilities and terminating the redundant service runs in TWPA in Picardy Place. This will be finalised once the Developer confirms their cost for adapting the drainage on York Place, which sits in the TWPA. The Council is actively pursuing this as this will enable the Developer to confirm that the utility diversion allowances within GAM Agreement will cover these costs.
- 4.12 During the last two years the GAM and Tram teams have co-ordinated the integration of the design of both projects. On receipt of the Developer's report a joint session with the Tram Team and GAM Team will be convened to review its content in order that a clean handover of the TWPA can be made to the Tram Team on completion of the Picardy Place GAM works. The objective of this session will develop an overall cost-effective outcome for the Council which provides a clear demarcation between the GAM and the Tram Project.

Roads Orders

- 4.13 The new Traffic Regulation Order (TRO) for Picardy Place was advertised between 26 November and 17 December 2018. Two objections were received, following technical review the recommendation was that both objections should be set aside. This report was presented to Transport and Environment Committee on the [20 June 2019](#) and the members endorsed recommendation. The order is now being

processed with the intention of it becoming fully effective as the Picardy Place GAM works are completed.

- 4.14 In relation to the Redetermination Order for Leith Street, which Committee previously agreed, the Reporter has now completed the case review. This detailed exercise required a detailed submission of Council's justification for the layout changes required to incorporate the cycleways and widened footpaths and Council's responses to the formal objections to the Order.
- 4.15 The Reporter concluded a hearing was not required. Confirmation is awaited from the Reporter as to when their recommendation will be submitted to the Scottish Ministers for their consideration and decision. This process is expected to be concluded in early 2020.
- 4.16 Based on legal advice, the cycleway running up in front of the Playhouse and the Omni Centre will remain closed until the Scottish Ministers' decision is received.

Paolozzi Sculptures

- 4.17 The Paolozzi Sculptures and the Leith Central Station Stones were originally to be moved into storage during the construction period and moved back once the works were complete. The Hillside Crescent Gardens Residents Association approached the Council and suggested that they be kept on display and moved to the Hillside Crescent Gardens. Following discussions with the local residents and ward members, the sculptures and the stones were moved there in April 2018 on a temporary basis.
- 4.18 The Council engaged with key stakeholders (including ward councillors and local residents) on 24 September 2018 to discuss the permanent location of the Paolozzi sculptures and the Leith Central Station stones. The consensus was that these should be reincorporated into the enlarged forecourt in front of St Mary's Cathedral without impeding access to the Cathedral steps. The positioning was further endorsed during the preliminary consultation on the future use of Picardy Place which took place on 25 October 2018 and 15 November 2018.
- 4.19 On the 21 March 2019, the detailed location of the Paolozzi Sculptures was discussed with Sir Tom Farmer, who gifted the sculptures to the city, and the Paolozzi Foundation. Their locations were influenced by the physical constraints of the site and the proximity of St Mary's Cathedral steps (refer to Appendix 2 and 3 below).
- 4.20 The Paolozzi Sculptures and the Leith Central Station Stones are due to be returned to Picardy Place in January 2020. This decision was taken under delegated authority in consultation with the Convener and Vice Convener.
- 4.21 Officers have contacted the Hillside Crescent Residents Association to discuss the potential for further art installations in Hillside Crescent Gardens.

Picardy Place Central Island – Options and Consultation

- 4.22 Following the Transport and Environment Committee on the 25 January 2018 OPEN were commissioned by the Council to prepare a design concept for Public Place public realm in Picardy Place. In preparing their 'Picardy Place Stage 3 Report' OPEN liaised with the Council, SWECO and key stakeholders and this document provided the content for the preliminary public engagement which took place in Quarter 3 and Quarter 4 2018.
- 4.23 The OPEN design concept was to introduce trees, relocate the Sherlock Holmes statue and provide a pavilion building, and to introduce stone bench seating recognising the falls across the area.
- 4.24 While there was some support for OPEN's proposals, the feedback from the preliminary public engagement promoted alternative solutions, such as:
- 4.24.1 paved concourse: some expressed an opinion that once the tram stop opens that the Site will purely become a space which people will pass through, not dwelling so opposed the introduction of a building; and
 - 4.24.2 flexible covered space: others while supporting the general concept of providing trees and seating were suggesting a covered but open structure enabling events to be held on the site (e.g. markets, promotional events).
- 4.25 In these sessions, with the Tram Project awaiting approval, the concept was raised as to whether an interim solution for space should be considered, minimising abortive expenditure arising from the tram stop construction. The additional benefit of this approach would be the opportunity to establish whether there is a community or commercial demand to use the space being created.
- 4.26 The various concepts are summarised in the short presentation given to City Centre Neighbour Partnership on 13 March 2019 which is Appendix 6.
- 4.27 The outcome of this was a request to explore both an interim and long-term solution for the Site, recognising the latter could not be implemented until new tram stop is completed. The Neighbourhood Partnership requested that the next stage of engagement should commence with a general update to the various stakeholders, explaining the impact of the Tram Project on both the interim and long-term solutions for the Site.
- 4.28 In the case on the interim uses of the Central Island, the Tram Project has a contractual right to use the site for material storage and will require working space to construct the tram stop. Dialogue with the Developer and the Tram Team is currently ongoing to establish a phasing plan to communicate the transition stages from the current date until the opening of the tram stop in Spring 2023. The intention being to present this plan at the Developer's Neighbourhood Information Forum (NIF) as soon as available.
- 4.29 The output from this exercise will also be used to inform the public consultation exercise on the future design and use of the Central Island. Once consensus on a preferred design has been reached a business case for the investment will be

prepared and financial approval sought. An indicative timeline for this process and subsequent delivery is provided in Appendix 7.

5. Next Steps

- 5.1 The next steps are to:
 - 5.1.1 prepare an interim plan for the Central Island between the Developer completing their works in Quarter 4 2019 and the Tram Team taking possession in Spring 2021;
 - 5.1.2 develop potential long-term options for the Central Island based on the concepts outlined above;
 - 5.1.3 hold a public engagement session with all the relevant stakeholders, including the local communities and businesses, in Quarter 1 2020;
 - 5.1.4 prepare a business case to justify the capital expenditure on the proposals for the Site; and
 - 5.1.5 bring forward to the Transport and Environment Committee in Quarter 3 2020 the preferred design concept for the Central Island including the business case and delivery programme for approval prior to financial approval being sought.

6. Financial impact

- 6.1 The cost uplift of £1.5m associated with the revised Picardy Place design is being funded through realignment of the existing carriageway and footways capital budget for 2020/21. The variation to the design agreed with the developer is deliverable within this budget.
- 6.2 The costs of consultation and business case development will be met within agreed budgets.

7. Stakeholder/Community Impact

- 7.1 Stakeholder engagement activities took place in September and through November and December 2017 to obtain feedback on the detailed designs for Picardy Place.
- 7.2 Additional engagement with stakeholders was carried out on 24 September 2018, 25 October 2018, and 15 November 2018.
- 7.3 Public consultation was ongoing from February to April 2019 on the design of the central island site.
- 7.4 Two objections have been received to the Traffic Regulation Order for Picardy Place. Work is underway to ascertain whether the issues underpinning the objection can be satisfactorily resolved.

- 7.5 The contractor has held Neighbourhood Information Forums (NIFs) throughout the project.
- 7.6 Consultation with the Council's Access Panel has taken place in relation to permanent designs and roads orders.

8. Background reading/external references

- 8.1 "Redevelopment of Picardy Place" – report to the Transport and Environment Committee, 25 January 2018 (appendices one to three) (appendices four to six).
- 8.2 "Edinburgh St James GAM - Update on Progress and Approval of New Financial Limit" – report to the City of Edinburgh Council, 1 February 2018.

9. Appendices

Appendix 1 – Picardy Place Design Concept – April 2018

Appendix 2 – Detail Design of the Cathedral Frontage

Appendix 3 – Perspective of the Paolozzi Sculptures

Appendix 4 - Picardy Place Design included in GAM Variation (plan one of two)

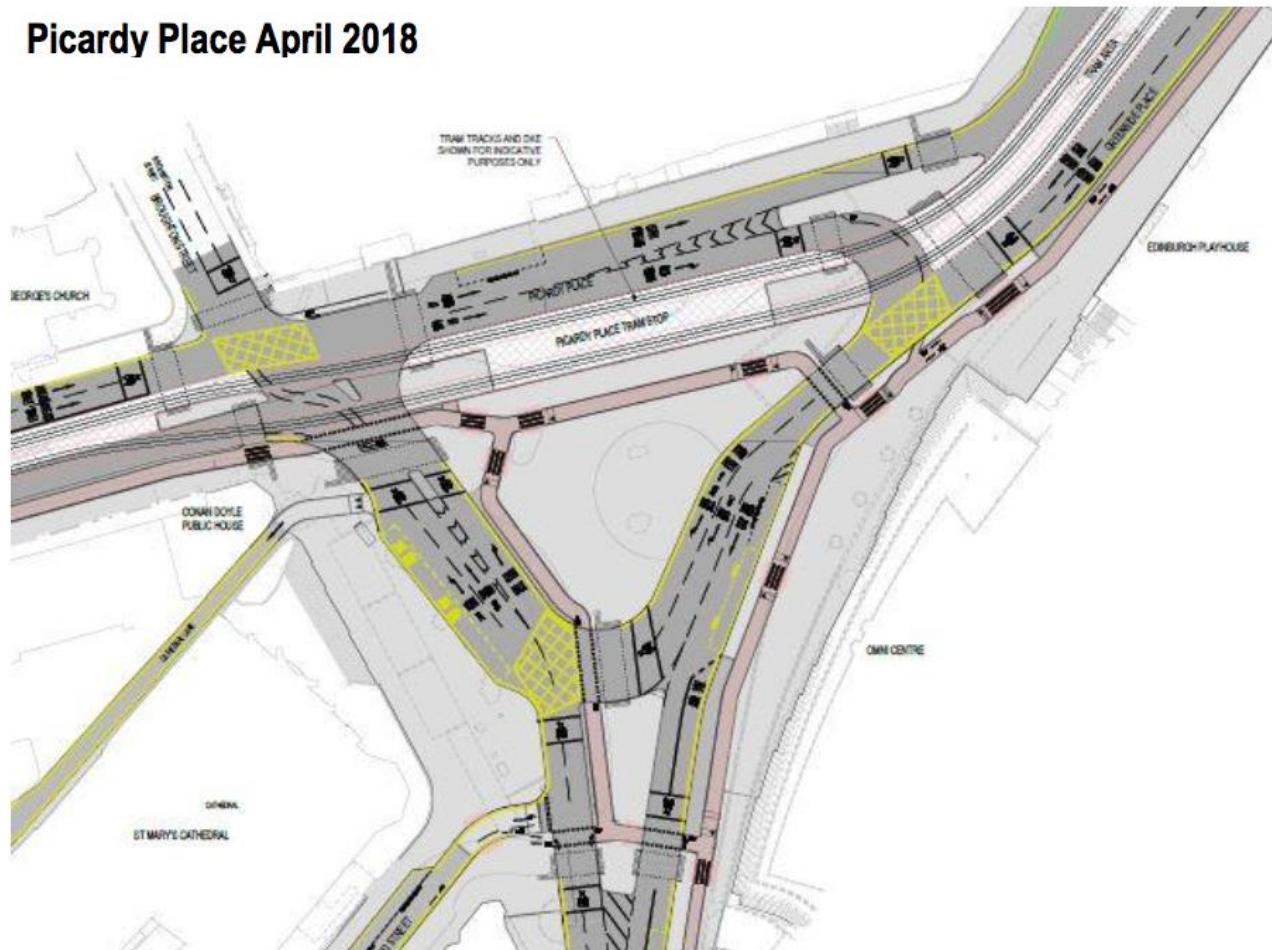
Appendix 5 – Picardy Place Design included in GAM Variation (plan two of two)

Appendix 6 - City Centre Neighbour Partnership Presentation on 13 March 2019

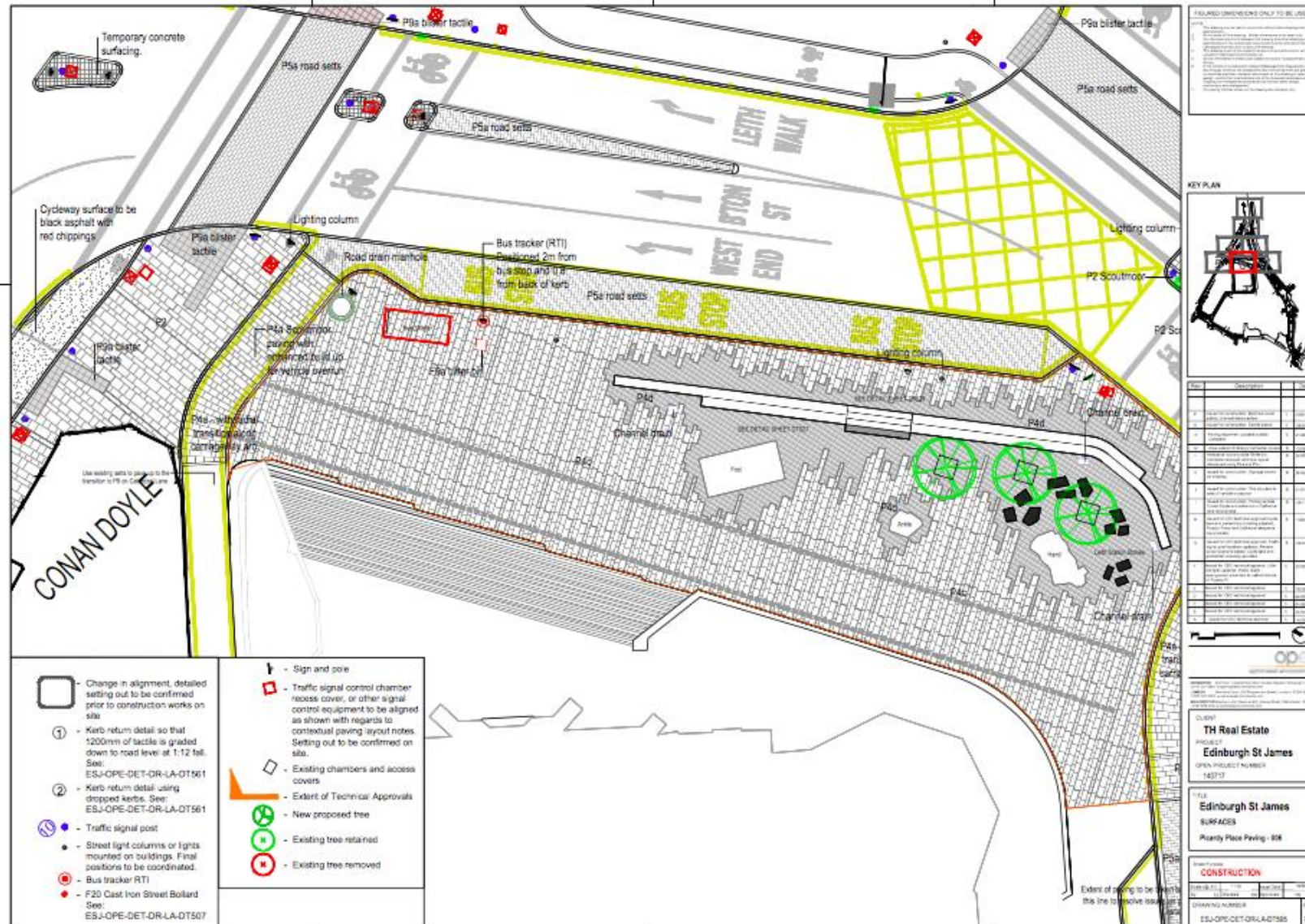
Appendix 7 – Central Island Site Timeline

Appendix 1 – Picardy Place Design Concept

Picardy Place April 2018



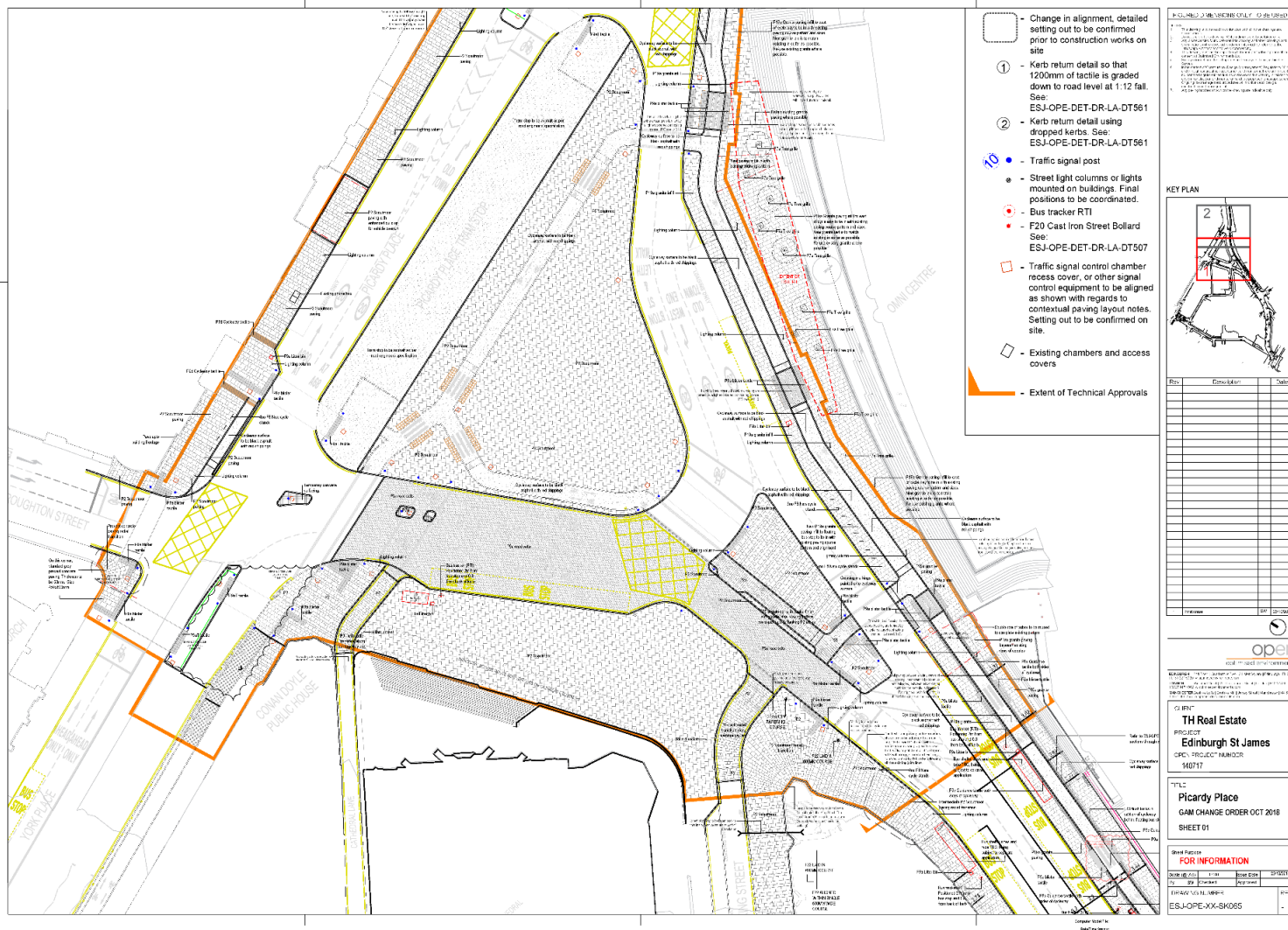
Appendix 2 – Detail Design of the Cathedral Frontage



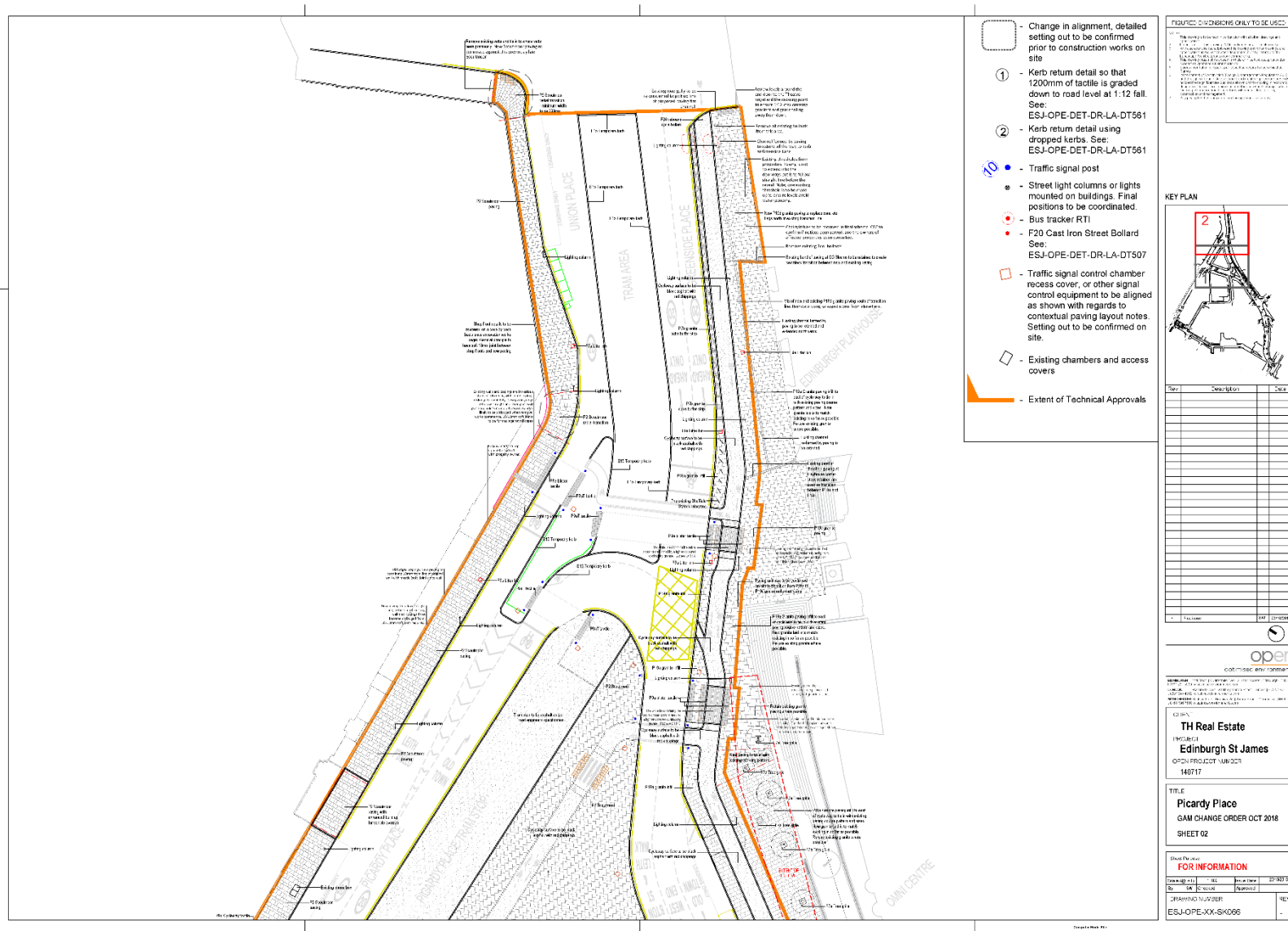
Appendix 3 – Perspective of the Paolozzi Sculptures



Appendix 4 – Picardy Place Design included in GAM Variation (plan one of two)



Appendix 5 – Picardy Place Design included in GAM Variation (plan two of two)





Picardy Place

City Centre Neighbourhood Partnership - 13 March 2019

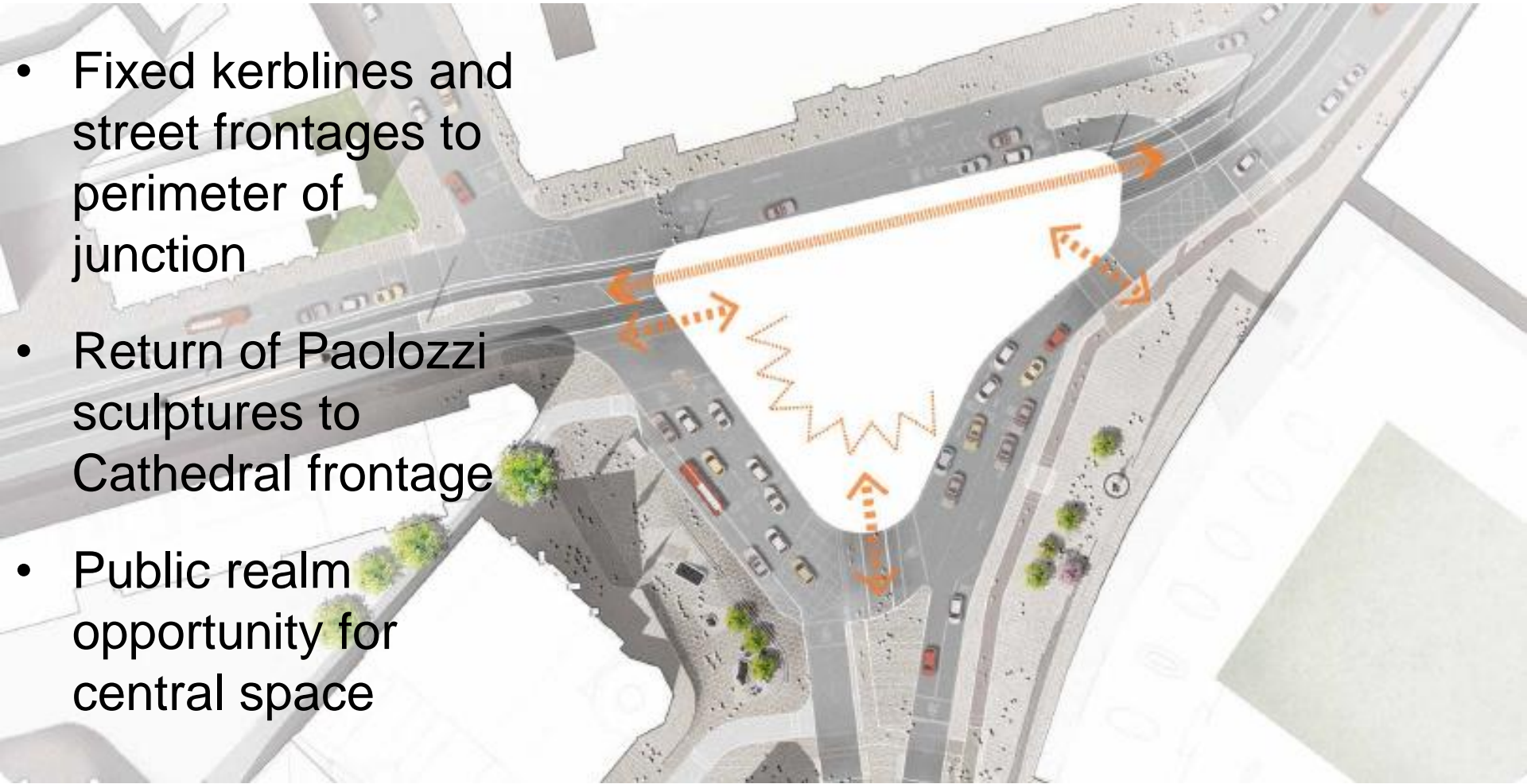
Jan 2018 Transport and Environment Committee - recommendations

- Improve setting, public realm and access for weddings and funerals to east of St Mary's Cathedral;
- Widen public realm at Omni Centre, integrate cycleway and taxi access;
- Provision of segregated pedestrian and cycle routes, including CCWEL; and
- Reduction in extent of central space.



Overall masterplan

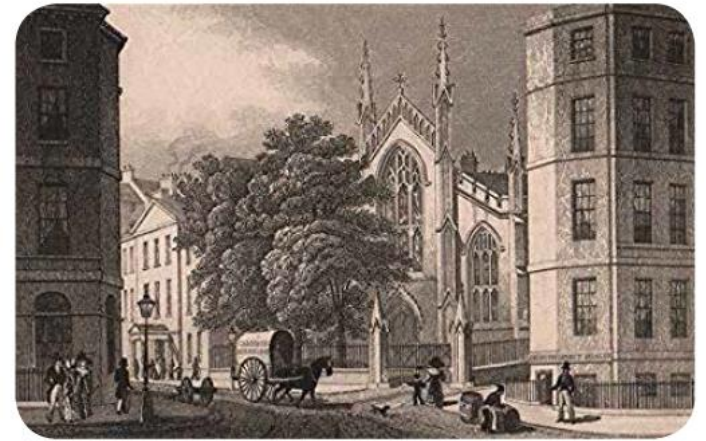
- Fixed kerblines and street frontages to perimeter of junction
- Return of Paolozzi sculptures to Cathedral frontage
- Public realm opportunity for central space



Central space – design considerations

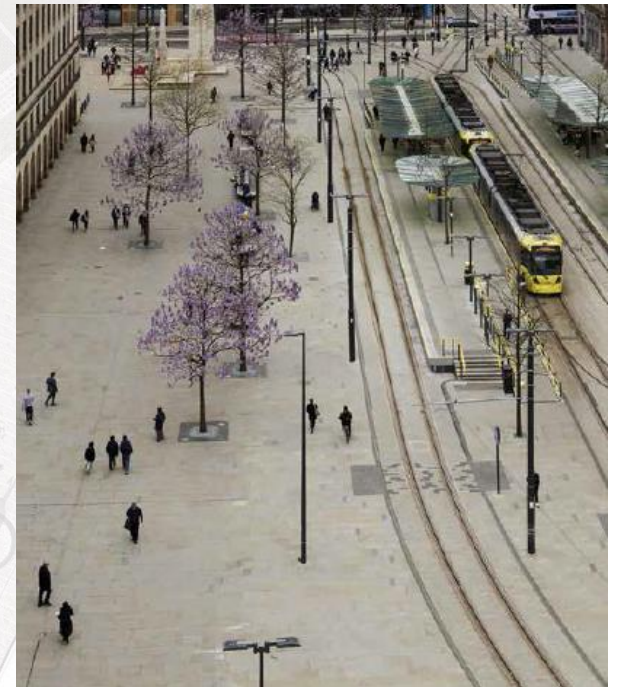
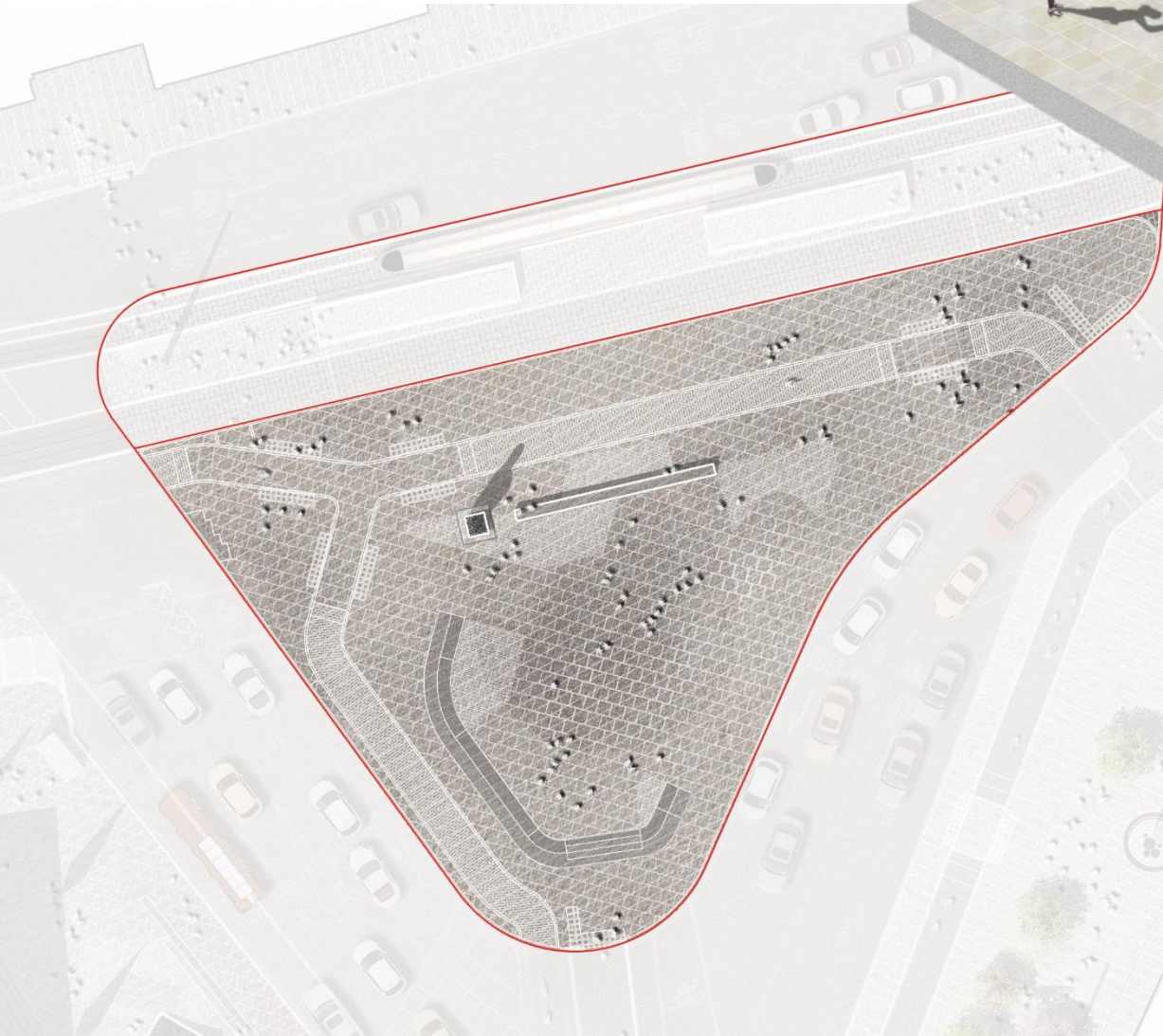


- Interchange
- Space to dwell
- Townscape



Paved concourse

- High quality sandstone finish
- Focus on movement through the space



Treed public space + structure

- High quality sandstone and street trees
- Focus on movement and space to dwell
- Built structure to define and animate space



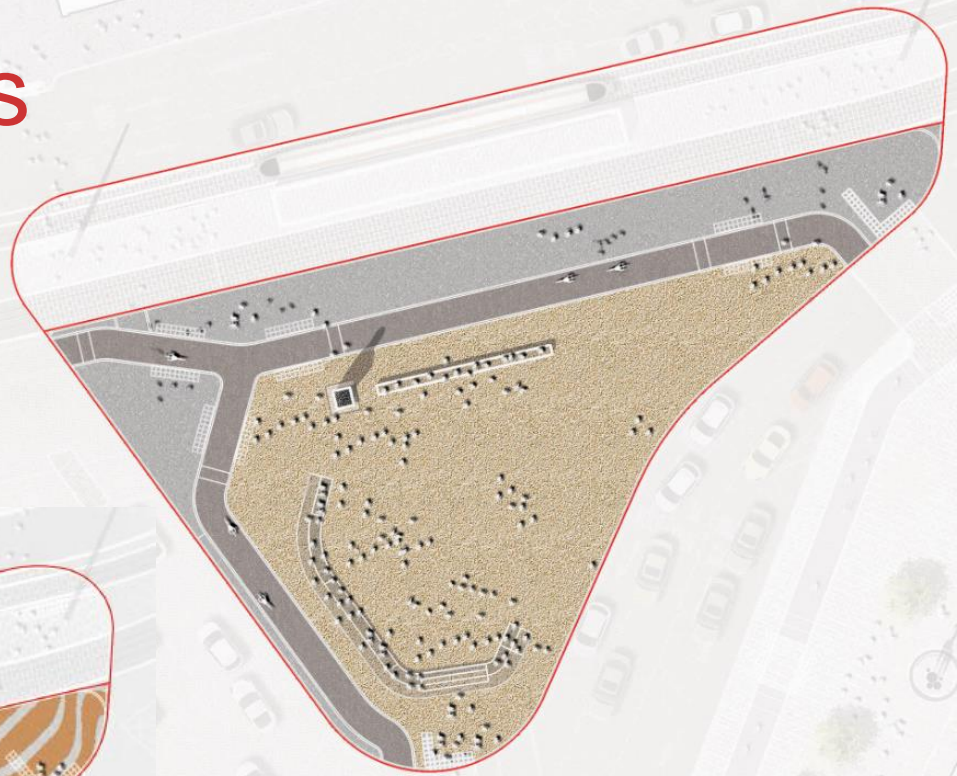
Other structures



- Sculptural canopy
- Pop-up kiosks

Intermediate options

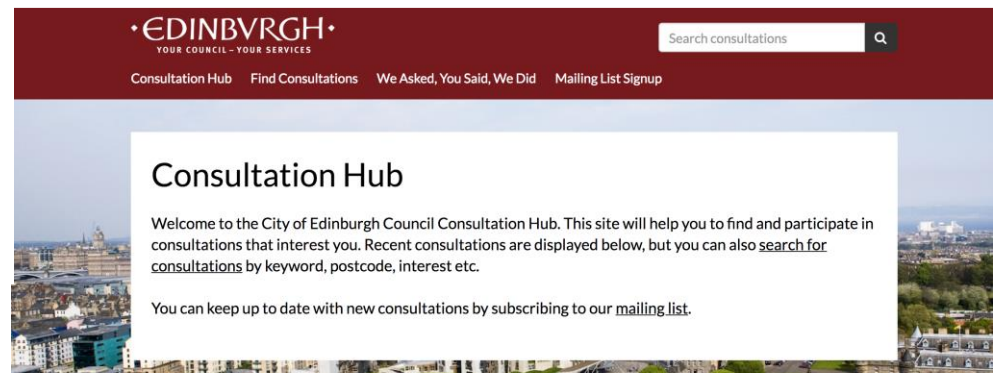
- Temporary self-binding gravel and asphalt footway and cycleway



- Temporary art motif applied to asphalt

Next steps

- Outcome of Tram to Newhaven
- **Omni Centre exhibition**
- **Online survey**
- **Public workshop**
- **Report recommendations**
- Intermediate use
- Permanent design



Appendix 7 – Central Island Timeline (Indicative)

