

Housing, Homelessness and Fair Work Committee

10.00am, Thursday, 29 August 2019

Delivery Strategy for Meadowbank

Executive/routine Wards Council Commitments	Executive 14 - Craigentinny/Duddingston 1,4,15,39,42
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1. Recommendations

- 1.1 It is recommended that the Housing, Homelessness and Fair Work Committee:
- 1.1.1 notes the consultation that has taken place to date on the Meadowbank masterplan;
 - 1.1.2 agrees the delivery strategy objectives for the wider Meadowbank site; and
 - 1.1.3 notes the intention to submit the masterplan for Planning approval in autumn 2019.

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Delivery Strategy for Meadowbank

2. Executive Summary

- 2.1 This report sets out the delivery strategy objectives for the wider site at Meadowbank and provides a summary of the masterplan proposals that have been developed in collaboration with the community.
- 2.2 Meadowbank represents a unique opportunity to deliver a vibrant new neighbourhood with new mixed tenure housing, local facilities, quality open space and play areas with new connections to and through the existing communities. This will be set in the context of a new first class sports centre and pay respect to the rich industrial history of the site.
- 2.3 The masterplan has been informed by and responds to the feedback received from an extensive programme of community engagement. It balances the challenges of bringing new homes to the area, protecting and enhancing the environment and supporting the delivery of a brand new sports centre.

3. Background

- 3.1 [On 13 March 2008](#), the City of Edinburgh Council approved a report recommending a new build sports centre as the preferred option for replacing the existing sports facilities at Meadowbank.
- 3.2 [On 10 March 2016](#), the City of Edinburgh Council approved the funding package for the sports centre including transfer of surplus sites at Meadowbank to the Housing Revenue Account (HRA). This approach was preferred to disposal of the surplus sites as it ensures the land stays within Council control, can deliver much needed housing including an above policy level of affordable housing, and can create income generating assets.
- 3.3 [On 19 April 2016](#), the Health, Social Care and Housing Committee approved the development of new Council owned homes at Meadowbank and agreed to seek approval to apply for Scottish Government funding through the Affordable Housing Supply Programme (AHSP) to support this.
- 3.4 Planning Permission in Principle (PPP) was approved for the redevelopment of the surplus land on the site for a mix of uses, including residential, student

accommodation, hotel and commercial uses (including Classes 1, 2, 3 and 4), together with car parking, landscaping, drainage and ancillary works at the Development Management Sub Committee on [29 June 2018](#) (18/00154/PPP). The Permission was subject to the submission of a masterplan for approval by the Planning Authority.

- 3.5 Detailed planning permission was granted for the sports centre at the same Development Management Sub Committee on [29 June 2018](#) (18/00181/FUL). The contract for constructing the centre has been awarded to Graham Construction who are on site and the sports centre is expected to open in 2020.

4. Main report

Delivery Strategy Objectives

- 4.1 The delivery strategy objectives for the mixed use development are:
- 4.1.1 to deliver a major regeneration project and an exceptional place;
 - 4.1.2 to deliver a vibrant new neighbourhood that combines residential, commercial and other local facilities in a holistic way and as part of the existing community;
 - 4.1.3 to deliver an exemplar, highly energy efficient and sustainable development that supports the Council's aim of achieving net zero carbon by 2030;
 - 4.1.4 to deliver new mixed tenure homes on the site, including a minimum of 35% affordable homes for social and mid market rent;
 - 4.1.5 to ensure the development is well connected to the existing neighbourhoods and provides priority to cyclists and pedestrians through its active travel approach;
 - 4.1.6 to ensure safe and attractive public realm, quality open space and play spaces accessible to all;
 - 4.1.7 to promote the natural biodiversity of the area, protecting and supplementing the existing trees and vegetation through the planting strategy; and
 - 4.1.8 to deliver best value for the Council in the development and maintenance of housing and other assets.

Further detail on these elements and how they are incorporated in the proposed masterplan is set out below:

Housing Mix

- 4.2 The site has been shaped into three distinct areas (A, B and C), each of which reflects the different character of the areas they are set within, see Appendix 1. Area C was previously proposed as a mix of hotel and student accommodation but this is now proposed as a high density residential area suitable for build to rent. This reflects the need for this part of the site to enable the delivery of the Sports

Centre by delivering a receipt to the Council. The homes in area A and B will be a mix of private and affordable housing for sale and rent. A mix of one, two and three bed homes including new family and accessible homes will be provided.

- 4.3 The indicative unit numbers are set out below. These will be further refined as the designs develop and a development partner is sought to work with the council to build out the site.

Site A – 142.

Site B – 227.

Site C – 242.

- 4.4 The height of buildings across the different parts of the site have been carefully considered and are set in the context of the surrounding buildings and natural landmarks. This means that the buildings near the existing low rise homes are much lower and respond to the community concerns expressed throughout the consultation.

- 4.5 Site C is now proposed as high density residential accommodation which will be for rent.

Amenity Mixed Uses

- 4.6 The proposed masterplan responds to community concerns regarding student and hotel accommodation on the site. The current proposal therefore has no student accommodation or hotel uses and consideration is being given to other complementary uses; including space for a GP surgery.
- 4.7 Meadowbank has been identified by NHS Lothian as one of the preferred options for the relocation of the existing Brunton Medical Practice. The development of a new surgery to replace Brunton Place surgery with sufficient clinical space will enable the practice to increase its current patient list.
- 4.8 Following approval by the Edinburgh Joint Integration Board on 8 February 2019, the NHS Finance and Resource Committee approved an Initial Agreement on 24 July 2019. This provides approval to produce a business case for the options under consideration including detailed costings. A final decision is expected mid 2020.

Landscaping and Public Realm

- 4.9 All possible ecology and biodiversity opportunities are being explored with the aim of achieving the new benchmark; Building for Nature accreditation, reflecting the highest quality of design and maintenance of green infrastructure in housing and commercial development. The current proposal retains and protects as much of the existing sites' trees and vegetation. Additional tree and plant species have been chosen to be visually and ecologically diverse. Play areas have been dispersed through the site and are focused on integrating natural play elements into landscape spaces.
- 4.10 The public realm has been designed to acknowledge the rich industrial heritage of the site. Part of the site was previously occupied by the St Margaret's Locomotive

Works and a central area based on the former railway turntable is proposed, to form a focal point within the development as 'Turntable Park'. Excavations will also provide educational opportunities for the community to participate.

Connectivity and Parking

- 4.11 The masterplan, with its central location, is designed around the concept of active travel. A new cycle path is proposed through the site linking the established cycle routes from Holyrood Park, providing a renewed link to Clockmill Close, Smokey Brae and Restalrig Road South. In addition, there is a new pedestrian route around the north of the new sports facility providing an active travel connection to Lochend Park and Meadowbank Retail Park.

Sustainability Strategy

- 4.12 The Meadowbank site benefits from good public transport links with the proposed layout creating opportunities for active travel and minimal car use; supporting the Council's aim of achieving net zero carbon by 2030. A heating options appraisal is currently being carried out with input from Zero Waste Scotland to inform the most appropriate heat source for new homes. The options appraisal starts with a fabric first approach to minimise the energy requirements of the homes before looking at a network or individual solution to meeting that requirement. The masterplan identifies a location for an energy centre to serve a district heating network. The Council's development partner will be required to identify a preferred energy services company (ESCO) to deliver, maintain and operate the energy centre and district heating network.
- 4.13 In broader sustainability terms the Council will seek to reuse materials onsite where possible to reduce waste. Contractual obligations will be imposed to ensure contractors minimise and manage their waste, reduce carbon emissions and use materials from sustainable sources.

Procurement Approach

- 4.14 Following approval of the masterplan the Council will develop a procurement strategy to allow the appointment of a development partner to build homes that will be owned by the Council and build the private and commercial units. It is the intention to keep the delivery of the site together as one package to retain control over the programme and quality of development and ensure adherence to the approved masterplan. Consideration will also be given to Meadowbank forming part of a broader procurement exercise along with other mixed use sites that will allow the Council to develop at scale and pace to meet its long-term commitments for the provision of housing. Such arrangements would be reported through the appropriate committees.

Enabling Works and Early Action

- 4.15 There are number of constraints which present particular challenges in developing the site. It is vital that these are addressed promptly in order to achieve certainty on cost and programme. An enabling works package is being prepared to include

works to the retaining walls, treatment of contaminated land, weed removal and relocation of the gas governor.

Governance and Oversight

- 4.16 A programme board chaired by the Executive Director of Place has been established to ensure full co-ordination of all future development activities on the wider Meadowbank site. The focus of these initial meetings has been on the developing masterplan.
- 4.17 In addition, a Meadowbank Sounding Board has been set up including ward councillors, Housing, Homelessness and Fair Work Committee Convenor and Vice Convenor and local representatives such as community councillors, local residents and campaign groups. The group is chaired by an independent third party, selected by councillors.

5. Next Steps

- 5.1 It is intended that the submission of the masterplan and required documents, which will discharge Condition One of the PPP will be submitted in Autumn 2019 with a determination at Development Management Sub Committee in late 2019.
- 5.2 The finalisation and tendering of enabling works package will be completed in Autumn 2019. It is expected that a contractor would be onsite early 2020 with works scheduled to complete prior to the Sports Centre opening.
- 5.3 Procurement of a development partner will progress in parallel with the masterplan submission. If planning consent is granted in late 2019, further design work will be required before detailed design submissions. It is proposed that this work is carried out once a development partner is appointed in order to benefit from early contractor engagement, buildability expertise and value engineering. It is expected that the partner will be appointed by summer 2020.
- 5.4 Reports will be submitted to the Finance and Resources Committee for contract approval as required, this is expected to be summer 2020
- 5.5 Detailed design submissions to Planning could follow in summer 2020 with an estimated determination around late 2020.
- 5.6 Statutory consents (Scottish Water, Building Warrant, Road Construction) will be ready for submission in autumn 2020 allowing for mobilisation and site start in spring 2021.
- 5.7 It is anticipated the Sounding Board remains in place, meeting regularly to receive project updates and influence design choices.

6. Financial impact

- 6.1 The transfer of the land to the HRA was agreed by Council on [10 March 2016](#) and will deliver a receipt to the General Fund (GF) as part of the sports centre funding package.
- 6.2 The Council will retain ownership of the affordable homes through the HRA and its new housing partnership, Edinburgh Living.
- 6.3 The history and condition of the site means it has high remediation and infrastructure costs so there is a continuing challenge to look at ways to reduce overall development costs and source external funds to support delivery of this key brownfield site. The removal of the student accommodation proposal will also have an impact on the delivery of the level of capital receipt to the GF.
- 6.4 The designs are still at an early stage and further technical information including detailed analysis of site investigation results are required to further refine remediation cost requirements.
- 6.5 A build cost envelope for the project will be established, prior to submission of the masterplan for Planning, to ensure that the project makes a positive return over the 30 year life of the HRA business plan and delivers a capital receipt for the GF. Financial gateway appraisals will be carried out at key delivery stages; including commencement of developer procurement and prior to seeking approval to appoint a developer.
- 6.6 Actions to reduce costs; such as value engineering of construction costs and early contractor engagement to consider buildability will be taken forward alongside exploring external funding opportunities including:
 - 6.6.1 grant funding for social rented homes through the AHSP. Housing Infrastructure Funding for the enabling works is potentially available on the basis funds are spent before May 2021;
 - 6.6.2 Sustrans funding for active travel improvements; and
 - 6.6.3 Low Carbon Infrastructure Transition Funding may be available for the district heating network if this is from a low carbon source.
- 6.7 Committee is asked to agree the delivery strategy objectives for the site and to note the timescales for submitting a masterplan for the site that has been developed in partnership with the local community.

7. Stakeholder/Community Impact

- 7.1 Since June 2018 the design team have led an exemplary and comprehensive approach to community engagement.
- 7.2 A Meadowbank Sounding Board has been set up including ward councillors, Housing, Homelessness and Fair Work Convenor and Vice Convenor and local

representatives such as community councillors, local residents and campaign groups. The group is chaired by an independent third party, selected by councillors.

- 7.3 Four stages of consultation on the masterplan have taken place to date including:
- 7.3.1 August/September 2018: Tell us about Meadowbank - three public drop-in events based on the Scottish Government's Place Standard tool and encouraging the community to bring forward ideas for the site.
 - 7.3.2 November 2018: Community and Stakeholder workshops - focusing on specific areas of interest arising from the initial events including transport, housing, heritage and greenspaces.
 - 7.3.3 January/February 2019: Meadowbank: Ideas and Visions, further public drop-in sessions to outline the findings from the earlier stages, present some ideas about how aspirations could be met and proposed next steps.
 - 7.3.4 The final proposals were presented to the community for final comment at the end of June 2019.
- 7.4 The drop in sessions were well attended, with evening events proving particularly popular. A Saturday session was included in the second and third rounds of events following feedback from the community. Around 250 people attended the first round of events, with the second round attracting around 180. At time of writing the first June session attracted around 40 visitors with two sessions still to take place.
- 7.5 The initial online survey yielded over 450 responses.
- 7.6 A full consultation report will be submitted as part of the Planning process.
- 7.7 The level of community input has been significant and has allowed the Design Team to produce plans that will address concerns whilst delivering an aspirational place appropriate to the central location of the site.

8. Background reading/external references

- 8.1 [Meadowbank Public Consultation Boards June 2019](#)
- 8.2 [New Meadowbank Sport Centre -Award of Contract, Report to Finance and Resources Committee, 11 October 2018](#)
- 8.3 [Meadowbank Sports Centre, Report to Culture and Communities Committee, 11 September 2018 \(Summary of decisions to date\)](#)
- 8.4 [Meadowbank, Reports to Development Management Sub Committee, 29 June 2018](#)
- 8.5 [21st Century Homes- Housing Development at Fountainbridge and Meadowbank, report to Health Social Care and Housing Committee, 19 April 2016](#)
- 8.6 [Funding Package Proposal for a New Meadowbank, report to Council, 10 March 2016](#)
- 8.7 [National and Regional Sports Facilities, report to Council 13 March 2008](#)

9. Appendices

9.1 Meadowbank site plan.

Appendix 1- Site Plan

DRAFT FORMAT

LEGEND

- 1 Storey
- 2 Storey
- 3 Storey
- 4 Storey
- 5 Storey
- 6 Storey
- 7 Storey
- 8 Storey

Site A: 142
Site B: 227
Site C: 242

