



Delivering Major Housing Development in West Lothian - A Guide to Developers -September 2003

Introduction

West Lothian Council has embarked on the biggest planning exercise in West Lothian in the 40 years, since the designation of Livingston new town. The decisions over the course of the coming year will shape whole communities, and much care must be taken to protect the interests of existing towns and villages.

At the same time, there is an opportunity, expectation and requirement, to deliver the very highest quality of residential and urban development and standards of design.

Equally, great efforts must be made to ensure that the facilities needed to serve the growing population are provided and paid for by developers, as there remains little likelihood of the public sector resourcing such additional capital expenditure.

The purpose of this paper is to provide guidance on what will be required of those development schemes that are eventually identified to meet the scale of requirements now included in the Finalised Edinburgh and The Lothians Structure Plan (E&LSP), published in March 2003.

This paper takes forward and develops the earlier paper "Delivering The Next Round of Major Housing Development in West Lothian - A Guide to Developers" which was issued in anticipation of the first consultation exercise associated with delivering the structure plan requirement (the "2020 Vision" consultations of early 2002).

Since then, the Finalised E&LSP has been submitted to the Scottish Executive for its approval. The Finalised Plan now provides a firmer locational framework in making the new allocations via the emerging West Lothian Local Plan (albeit non site-specific and accommodating choices within large areas).

To date West Lothian Council has received over 30 major submissions which, taken cumulatively, represent potential allocations far in excess of the Finalised Structure Plan requirements. The current review of the Finalised West Lothian Local Plan will seek to identify only the appropriate number of these submissions as required by the Finalised Edinburgh and The Lothians Structure Plan.

The Finalised Edinburgh and The Lothians Structure Plan

The Finalised Edinburgh and The Lothians Structure Plan identifies three Core Development Areas (CDAs) in West Lothian to meet the district contribution to the region-wide housing land requirement to the year 2015. This land requirement is in addition to the land supply already identified in adapted local plans, or with planning consent, or which have already been included in the first version of the Finalised West Lothian Local Plan (published in July 2001). The context is provided in HOU3 and Schedule 2.3 of the E&LSP. The Structure Plan Key Diagram, showing the three CDAs, is attached as Appendix 1.

There is a willingness to allocate additional land in the CDAs where this fits with planning criteria, and where the additional allocations secure essential infrastructure (eg. schools). Such “over allocations” would serve the longer-term in any case. This is referred to in para. 3.18 of the E&LSP, whilst the scale is identified in the guidance provided in the strategy section of the E&LSP. In summary, the allocations required in the Core Development Areas (CDAs), and possible longer-term allocations, are as follows:

Core Development Area	Allocation (houses)	Additional Safeguards (houses up to)
Armadale	1,000	1,000
Livingston and the Almond Valley	3,000	2,000
Winchburgh/East Broxburn/Uphall	3,000	
	7,000	5,000

The E&LSP is accompanied by an Action Plan (March 2003, and the West Lothian component is attached as Appendix 2), which identifies key infrastructure requirements associated with the three CDAs in West Lothian. Within the context of the structure plan, development beyond existing (or programmed) infrastructure capacities will not be supported until the relevant infrastructure, identified in the Action Plan and as later incorporated into the local plan, is timeously provided.

The identification of the three CDAs and key infrastructure and services requirements (in the Action Plan), coupled with other sources and updates on design and development guidance, warrants the update of the developer guide, so that it continues to provide a guide to the next staging post in the development plan process.

The key purposes of the guide are to:

- Secure the necessary planning, community and services requirements associated with promoting major development in West Lothian (developers should use this guide as a “checklist” to assess their proposals against, and to provide the necessary supporting information);
- Ensure such requirements are identified and incorporated within the Review of the Finalised West Lothian Local Plan, securing provision within the statutory development plan;
- Help shape, through developer submissions and inclusion in the local plan, the preparation of master plans for the major developments (the requirement to be identified as part of the Local Plan process); and
- Inform the later planning stages by providing a link and framework to determining subsequent planning applications submitted for the major development proposals in the CDAs.

The Key Requirements

There are two main requirements that major development proposals must address:

- **delivering quality**
 - from what will in large part consist of greenfield development;
 - which relates and integrates new with existing communities;
 - which enhances the environment and the enjoyment of the countryside;
 - which adds to the reputation of West Lothian as an attractive place within which to live and work;
 - which conforms to national policy guidance, including the principles of sustainability, regarding waste, energy and transport (to also reflect the Scottish Executive's own strategy for sustainable development).
- **delivering a strategy**
 - which aims to satisfy the emerging structure plan requirement (land for an additional 7,000 houses to 2015);
 - which addresses the requirements to provide new schools, transportation infrastructure, community facilities and affordable housing.

At this stage, it is important that developers demonstrate a commitment to delivering high quality development. It is not expected that fully worked-up master plans should be submitted at this stage of the planning process, but it will be essential that developers evidence in some detail the ability to deliver their development package by showing that the key players are engaged, that development will yield insufficient quantity and is practicable and fundable.

The Scottish Executive recently released SPP3: Planning for Housing, which addresses both these aspects of delivery, including:

- a greater emphasis on creating a quality residential environment;
- a higher profile given to issues of design guidance, architectural styles and energy efficiency;
- encouraging mixed communities (tenure and land use);
- developing longer-term settlement strategies and action plans on phasing, infrastructure provision and removing constraints;
- making development plans explicit about the circumstances of what developers should contribute; and
- a reaffirmation of the commitment to securing affordable housing.

Developers should look to SPP3 to provide guidance on requirements.

Part 1 - Delivering High Quality and Integrated Development

There are a number of overlapping factors that will be key to delivering high quality development. The key matters addressed below are not intended to be overly prescriptive, but aim to provide themes that developers should address and take on-board in submitting proposals and later master plans.

Additionally, West Lothian Council would require developers to fully conform to a range of other layout and design standards and considerations which the council routinely adopts. These are drawn from various sources, including national policy guidance and other regulations, of which the key ones are listed later. However, of special importance is the council's "Residential Development Guide" (WLC, 2002), which covers development densities, open space provision, landscaping, road hierarchy and design standards, traffic management, footpaths, plot considerations, crime prevention and sustainability (drainage, environmental protection, flooding, energy etc.). The Residential Development Guide must be used by developers as a key source of information. This Guide in turn refers to design guidance provided in other documents (eg. NPPGs).

Identity

Long-established towns and villages are clearly recognisable: Bathgate is distinct from Broxburn, and Torphichen from Mid Calder. All have their individual character despite traditional buildings sharing common design and materials. This is partly due to towns and villages growing slowly around roads that followed the natural lie of the land. Bathgate grew up where the old Edinburgh - Glasgow coach road crossed the Bathgate Water and it stretched around the foot of the Bathgate Hills keeping clear of the marshes of the Bog Burn. Its 20th century estates fingered out (Belvedere, Glenmavis, Falside, Boghall), but are recognisably different.

Whilst traditional places were not master-planned, they were well laid-out - eg. George Street and Engine Lane in Bathgate or the rectangular centre of Mid Calder. But loss of distinctiveness has crept in: the long main streets of Whitburn and Armadale are more similar than different, with their central crosses on awkward hillsides. The districts of Livingston are different, but they suffer from a lack of defined centres and endless distributor roads, which undermines individuality. Private housing estates are beginning to dominate towns and villages in West Lothian with a loss of their identity.

Efforts have been made to make estates attractive, with traffic-calmed "mixer courts", informal groupings of houses, parks and woods and footpaths to schools and bus stops. Unfortunately, design and layout standardisation remains a UK problem. To succeed needs government backing or developer initiative. With the publication of *Designing Places* (2001) and PAN67 "Housing Quality", it is clear that there is commitment at Government level to promote good design and there is a recognition that good design adds social, environmental and economic value to new developments. The Wester Inch project in Bathgate, for 2000 houses, better reflects this approach, where the developer has commissioned an urban design master plan and prepared a Design Guide. Together, these documents set out a vision for the new community. Themes include main streets, focal points, and natural traffic calming forming an "organic" road network, and set piece building groups of individual character in prominent locations. Additionally, sustainable lifestyles are encouraged with public transport routes and footpath/cycleway networks being planned as an integral part of the layout, and employment areas being provided close to new housing. The vision for Wester Inch also contains proposals to provide a network of open spaces which allow public access, water management and habitat development: where practical, parking areas are to be located to the rear to avoid parked cars dominating the street scene (garages will be recessed behind the main building line). Four different character areas are also identified, each having different design and density requirements to ensure that the development meets the demand for all types of housing from small starter homes to larger executive housing.

The key requirements for consideration in the CDAs include:

- recognition - new communities should send out positive signals of interest. This could include a central feature, edge treatment, or landmarks on the approaches.
- entry - a sequence of experiences, as approaches to Linlithgow illustrate.
- main street - avoiding sweeping peripheral bypasses or distributor roads, instead looking to provide a main street, with mixed uses, pavements and bus stops and more substantial buildings along it, or clustered at focal points.
- arrival - creating new centres or focal points, including formal open spaces, possibly a rapid transit halt, schools (campuses), a leisure facility- or a mix.

Good Neighbours

The major development options proposed in “2020 Vision” are either close to or adjoin existing towns and villages. In the past, incremental development has provided little opportunity to make the whole place knit together successfully. In some cases, the “parent” settlement will wish to preserve its identity and surrounding open spaces. In some cases a “green buffer” may achieve this, but of more value would be integration through the provision of new open space, shared by both communities (new and existing) being of woodland, water and grassland, designed with high landscape and biodiversity gains. There may also be a role to play for town woods, managed local nature reserves, of “green” recreational uses such as golf courses.

The “new and existing” should also be linked through footpaths and cycling routes, to settlement centres, schools and public transport halts, and local shuttle bus links. Developers will be required to take up the challenge of contributing towards the upgrading of the “parent” town centre, with improvements to parking, streetscape, local shops, services, and facilities.

Town and Country

It will be important to create new and better urban fringes, and avoid abrupt development edges and back garden fences abutting onto inaccessible farmland. National policy is to reduce intensive production and encourage farmers to manage their land for public benefit. There is now an opportunity to create better transitions between town and country, and secure improved access to the surrounding countryside, along with securing areas of ecological quality and variety. Such an approach should be positively exploited to improve the landscape setting of the new development. Some growth areas will have natural limits beyond which they should never expand, or green gaps that should always be protected.

Within reason developers should extend their master planned areas, within a wider “setting”, beyond the allocated development areas, to incorporate:

- variations in development density along the built fringes, allowing semi-rural tracts to “intrude” into J and break-up development areas, including, where appropriate, the potential to introduce houses in their own holdings (though avoiding ribbon development and extensive low-density development);
- the retention and enhancement of natural features, including existing woodlands, hedgerows, burns and valleys, and extensions of such features into development areas as well as providing access to the surrounding countryside (ie. linking with other existing footpaths and features);
- the earliest planting and management of new woodlands, affording shelter, recreation, and new wildlife habitats;
- larger-scale leisure attractions such as golf courses;

- measures to tackle areas of dereliction in order to improve the setting (and therefore marketability) of new residential areas;
- the use of open water Sustainable Urban Drainage (SUDs) Schemes as a significant amenity provision.

Most recently the planning application at Polkemmet, Whitburn (“Heartlands”) provides an example of this approach, with new golf courses being proposed between Whitburn and Longridge.

Developers must demonstrate that they can deliver proposals that integrate town and country and which minimise “urban fringe” neglect and abuse. Developers will therefore need to acquire or obtain rights over whole farms or areas surrounding their new developments, and secure and commit to long-term management arrangements.

Design Quality

The design quality of housing estates has improved over the last twenty years or so. In the 1970s, developers generally had a free hand with house design and layouts, building monotonous and featureless estates of semi-detached and detached houses. More recently though houses have tended to become more substantial in looks and to include more external decorative detail, though often to a standardised format. So, to enhance quality, developers should focus on and show commitment to:

house types

- producing house designs of lasting architectural merit, introducing originality and, where appropriate, aspects of the local vernacular;
- avoiding a sea of uninterrupted same-styled house types;
- encouraging a greater number of housebuilders to participate, each involved in less extensive single estate/designed developments; and
- encourage a range of materials and colours to break up monotony.

grouping

- promoting house designs and groupings for flatted and terraced properties, interspersed with mainstream traditional semi-detached and detached family housing. Such groupings can provide entrance features and focal points and add interest to streetscene and urban quality. An emphasis on linked (as opposed to detached) housing will assist in achieving enclosure;
- using natural features, and existing and extensive new woodland and structural planting, to fragment large single- or multi-developer estates;
- mixing densities as well as house sizes and types - ie detached houses scattered informally at lower densities or grouped with architectural purpose at a higher density;
- within the developable areas generally promoting higher densities, particularly close to new neighbourhood centres and/or to facilities and main public transport routes;
- providing a mix of tenures to promote housing choice and social inclusion;
- grouping houses to provide a strong building frontage, creating a clear distinction between public areas to the front of houses and private areas to the back;
- encourage rear parking and other design solutions to remove cars from, the streetscape;
- introducing “feature” buildings (houses or otherwise) at street ends, curves, or prominent corners, and at other locations with extended views, in order to break up styles and avoid monotony (a particular layout requirement applied to Cambourne, Cambridgeshire); and
- encourage meandering streets to break up repetitive long “corridor” vistas, using buildings to foreshorten views.

energy efficiency, climate change, waste management. SUDs

- demonstrating innovative ideas and a voluntary commitment to the principles of energy efficiency - in layout, thermal efficiency and use of materials, design and orientation:
- by good design and high quality materials to respond to extreme weather events of rain, wind and temperature;
- responding to the needs of waste management ie. separate collections and recycling through design and layout: and
- comprehensive Sustainable Urban Drainage (SUDs) schemes to manage surface urban water discharges will be necessary, rather than proposals that are piece-meal, serving individual areas of development.

creativity and individuality

In West Lothian, special qualities in the urban environment can be found in such diverse places as miners' rows (like Winchburgh), garden villages like Middleton Hall (Uphall) and Bangour, where every villa has its own style. Some larger suburban estates are pleasant to walk through on good footpath networks (Springfield in Linlithgow or Croftmalloch in Whitburn).

Elsewhere across the country there are examples of major developments introducing individualism and variety. Camboume in Cambridgeshire demonstrates this, by physically separating three large development areas (of around 1,000 houses each), and promoting diversity of building styles and densities, involving a number of housebuilders. The scheme also successfully interleaves affordable housing without any noticeable differences in house style and quality.

There is no formula to creating such special qualities and individualism, but developers should look to the potential of the following opportunities:

- breaking up large developments into small components involving different housebuilders;
- mixing single plots, housing association sites, spaces for local service businesses;
- allowing some flexibility on road layouts, including tree-lined streets;
- vehicle free routes that provide access for services only;
- housing layouts fronting onto main roads, footpaths, valley/greenways and parks; and
- introducing local area focal points and features.

Integration

It is important that a major new housing development integrates with its environs. Integration includes physical and design links with existing adjacent built areas and with the landscape and character of its rural surrounds, but it also encompasses the provision of facilities to serve the new and, where reasonable, existing communities to the benefit of both. There have been notable examples recently of developers working with local communities, and involving the council, to secure a positive attitude and outcome to development proposals. Integration is both physical and social, and offers the best prospect of achieving community-wide acceptability. Developers should therefore demonstrate a willingness to:

- include and consult the local communities in drawing up and shaping their proposals from the outset;
- secure the provision of new/replacement community and recreational facilities with shared opportunity of use by the new and existing communities;
- ensure that new facilities including schools, where appropriate, are physically well located to serve existing communities;

- in serving the new development areas introduce, wherever reasonable, transport improvements that help existing communities, with new roads that provide local traffic relief or integrating new bus routes and services that also enhance services to existing communities:
- link the new and existing communities by the provision of walkways and cycleways: and
- provide mixed land uses - including business uses in addition to local facilities, schools, recreational uses and local shops.

Designing for Safe Communities and Sustainable Accessibility

Developers must clearly provide the infrastructure to make their developments work, in terms of adequacy of vehicular accesses and of appropriate road to hierarchical requirements, maximising the penetration by buses, meeting parking standards, and the provision of footpaths and street lighting. The council's Residential Development Guide (2002) already covers these aspects and the need for developers to provide transport assessments.

However, any major new development should fully incorporate sustainable transportation principles, and some aspects of this have already been mentioned in earlier sections of this guide

The council's Local Transport Strategy (2000) provides one framework on this approach - from the strategic to the local - and developers in master-planning proposals, should "design in", and show how this has incorporated the following features:

- maximising accessibility for all and minimising the need to travel by car. This is a matter of designing in choices, including bus accessibility and penetration, the provision of footpaths and cyclepaths, and safe routes to school;
- ensuring access, particularly by public transport, to existing and proposed major employment locations and centres - by showing routes, designing to distributor road widths, and providing practical and efficient bus routes, attractive to the commercial operator through the developments;
- improve road safety within housing areas through design, but also by adopting 20mph speed limits within residential areas;
- promoting community safety in all aspects of design and layout of roads, footpaths, and street lighting - to minimise danger of traffic, anti-social behaviour and crimes against property;
- provide a pedestrian strategy, incorporating safe routes to facilities, local neighbourhood centres, and to new and existing schools (primary and secondary), maximising opportunities of access to the surrounding countryside;
- accommodating the needs of disabled people in the provision of car parking facilities and accessibility; and
- avoiding the potential for "rat running" through housing areas, including from traffic from outwith the development areas.

The council will request Travel Planning Assessments to underpin proposals, but developers should liaise at the earliest opportunity with the council on these matters, to ensure all requirements are adequately scoped and built-in to the proposals from the start.

Developers should also follow the principles of the Home Zones initiative of the Scottish Executive (2002) in designing in, from the start, integrated measures to reduce speed in order to benefit the local communities and enhance residents' quality of life.

In linking within the wider area, or district-wide, travel and accessibility framework, developers must promote off-site transportation initiatives that extend the same sustainable principles, insofar as these principles link to the development. Elements must include:

- identify and provide links to public transport opportunities and networks, including to rail stations where appropriate, and to bus routes and networks, showing how they could practically be extended or re-routed to serve the development;
- consideration of introducing or contributing to transport interchanges (on- or off-site), including new park-and-ride facilities (bus and/or rail);
- integrate with, and contribute to, off-site traffic management and road safety measures, to extend the initiatives included within the development scheme; and
- ensure the pedestrian strategy extends to other footpath networks in the immediate environs, safe routes to school, and countryside access networks and strategies.

Learning from Others - Good Practice

A number of recent major housing development proposals in West Lothian have been referred to as providing examples of recent good practice - focusing on the proposals at Wester Inch, Bathgate, and "Heartlands" at Polkemmet, near Whitburn. The Wester Inch scheme is noted for commissioning an urban design master plan and a design guide and the "Heartland" scheme is noted for setting the development areas within a wider area framework. Both are commended for consulting the local communities on their ideas well before the stage of submitting a planning application.

However, there are other good examples of major proposals that have come forward in recent years that additionally reflect the commitment to good quality design, based on sound master planning principles. Examples include at Upton, Northampton, which is being promoted as "one of the most exciting developments planned in England today. It will be a national example of best practice in sustainable growth and a model for the design of other urban extensions across the country". Members and officials of West Lothian Council have also visited Cambourne in Cambridgeshire, a scheme of similar scale to the two larger CDA proposals. The quality and imagination of design and layout is high and there is no reason to expect any less in West Lothian. Developers/applicants should therefore look to other examples of best practice, whether of their own or other developer-sponsored examples.

Other Sources of Guidance

The above does not encompass all the available advice on matters which, one way or another, relate to the quality of design or layout and would be applied to any major development proposal. It instead concentrates on heightening the awareness of good quality, that will be demanded from potentially the largest ever single-tranche of new development being brought forward in West Lothian via the development plan process. Clearly, the other main thrusts of current guidance, local and national would be applied- especially on matters relating to the principles of sustainability, transportation and planning, and development in the countryside. Whilst that guidance is not replicated here, developers must apply the design and development quality related requirements provided in the following (not exhaustive) list of primary documents:

SPP1 : The Planning system

SPP2: Economic Development

SPP3: Planning for Housing

SPP17: Transport and Planning for maximum .parking standards

NPPG7: Planning and Flooding

NPPG1 1: Sport, Physical Recreation and Open Space

NPPG14: Natural Heritage

NPPG15: Rural Development

NPPG17: Transport and Planning

NPPG18: Planning and the Historic Environment

PAN36: Siting and Design of New Housing in the Countryside

PAN44: Fitting New Housing Development Into the Landscape

PAN46: Planning for Crime Prevention

PAN 56: Planning and Noise

PAN61: Planning and Sustainable Urban Drainage

PAN65: Planning and Open Space

PAN67: Housing Quality

Designing Places, SE (2001)

Policy on Architecture for Scotland (2001)

Residential Development Guide (WLC, 2002)

Finalised West Lothian Local Plan (WLC, 2001)

The Finalised Edinburgh and Lothians Structure Plan (March 2003)

Local Transport Strategy for West Lothian (2000)

Home Zones. SE (2002)

Returning Roads to Residents (ICE, 2000)

Urban Design Compendium (English Partnerships)

Sustainable Urban Extensions (English Partnerships)

Sustainable Urban Drainage Systems - Design Manual for Scotland and Northern Ireland

The Residential Development Guide (2002) and Finalised West Lothian Local Plan (2001) are also useful in referring to other guidance documents.

Part 2 - Delivering the Strategy, Meeting the Housing Land Requirement

The Finalised Edinburgh and The Lothians Structure Plan requires, in HOU3, that the local plan in West Lothian should allocate land for an additional 7,000 houses to meet needs to 2015. The Structure Plan allows allocations within the CDAs of up to 12,000 houses in total, where justified - ie. to provide essential infrastructure - and the allocations would continue to yield housing beyond the plan period.

The reasons for contemplating a higher figure are threefold:

- allocating more would more likely achieve the assumed yield of 7,000 houses by 2015;
- this might better fit with infrastructure thresholds and so assist funding of developer-led infrastructure provision (schools being the most obvious example); and
- the notion of allocating land in excess of the assumed allocation would, in any case, provide a longer-term vision and allow some flexibility on when the local plan would next need to be reviewed.

There is no commitment by the council to ultimately accept the upper scales of allocations. To do so, the council needs to be thoroughly convinced that the expectations associated with this level of development will be secured. There is now the opportunity for developers to provide further evidence that the requirements promoted in the Finalised E&LSP can be physically delivered. The three essential components of this are:

- achieving a development yield of 7,000 houses by 2015, based on allocations that would serve the longer-term of up to 12,000 houses. Developers must show that the yield can be achieved, and it is highly unlikely that the council would increase its overall allocations should this framework be shown not to deliver the assumed number;
- securing the full range of community benefits including schools, roads and provision of social housing. Development must relate their proposals to the availability of existing services, infrastructure and facilities and, where these are deficient, secure new provision; and
- providing evidence that, in addressing the first two components, the development is viable.

Development Yield

It is one thing to simply allocate a site in a local plan, which clears the first planning hurdle, but seeing development on the ground can be a long drawn-out process. It requires the commitment of, more often than not, a long list of key partners, agencies and landowners. The rate of development may be modest at the beginning, whilst the annual rate of housing completions will be influenced by the location and marketability of the development area, its proximity to other development opportunities, and the range and choice of houses being built. -

It is critical that the preferred development locations yield sufficient development to contribute in a major way to the 7,000 houses allocations identified within the Core Development Areas (CDAs) of the Edinburgh and The Lothians Structure Plan. Developers must confirm and provide evidence of the ability to deliver housing in volume to underpin the figure in the structure plan.

Developers should provide substantive support to their scheme by:

- identifying land assembly arrangements by showing that the key landowners are engaged in delivering the proposals covered by the master plan proposals;
- identifying binding partnerships by showing that developers are committed (a consortium of housebuilders is generally encouraged);
- identifying yield by indicating when housing completions would start, the phasing of development by areas and by annual completions, critically up to year 2015 - all based on realistic and (market) evidenced assumptions;
- showing what the key service constraints are and how and when they would be overcome to match the development profile, with water and drainage being an obvious key service;
- showing that the service providers can provide, support or enable new service provision; and
- establishing strong linkages with key agencies including the council (especially on education), Scottish Water and Communities Scotland.

Securing Benefits

It is expected that developers should bear the brunt of funding facilities and services required to support their development. The greatest costs relate to schools provision. Generally, there is little or no spare capacity in the secondary schools of West Lothian, so any large-scale development will require additional provision. Whilst the council has nearly completed its first PPP project to improve and expand a number of secondary schools, this will only serve existing housing commitments. The same generally applies to the provision of primary schools. The council is promoting a second PPP, but this will serve development already with the benefit of development plan support, but not the scales of additional development promoted in the structure plan. It is a fundamental requirement, therefore, that developers should fully fund the requirements associated with serving their development.

Other key requirements include providing new roads and links to the primary road network, funding other off-site transport network improvements (where development would create or exacerbate existing problems), and supporting public transport improvements and initiatives. These are all fairly standard expectations. This includes promoting rail service improvements and, where locationally opportune, new rail stations. Developers must explore these to the full, in order to best conform to the requirements of NPPG 17. Whilst it is not the purpose here to list particular requirements, other than those indicated in the Finalised Edinburgh and The Lothians Structure Plan- Action Plan ((see later), developers must indicate a willingness, define some principles and establish early castings, where feasible, to securing a wide range of related benefits.

There will also be an expectation that a wide range of community facilities will be made available. This will include local shopping and commercial centres and sites for health centres.

The key requirement for developers is to:

- identify and initially cost the key services and infrastructure required and proposed, in support of their development; with schools being a particular interest to West Lothian Council;
- schedule/phase when these would be provided, to match the development profile;
- identify where the developer would fund provision;
- otherwise identify the alternative sources of funding, and the level of commitment to securing this; and
- commit to the provision and future maintenance of open space, play and recreation provision, and its future maintenance, outwith local authority responsibilities, so that such costs do not become an additional burden to the local authority ;

Affordable Housing

The current debate on securing the provision of affordable housing across Scotland, is well known. West Lothian Local Housing Strategy (WLLHS) outlines the policy context and requirements for provision of affordable housing, and links the need for affordable housing to the requirements identified in the West Lothian Community Plan 'Shaping the Future', and the West Lothian Local Plan.

West Lothian Council's Affordable Housing Policy will be the key means of securing provision of an element of affordable housing through developer contributions. Therefore, the principle is established that there should be a XX% contribution" - meaning the number of the total houses proposed in any one planning application, for the major new development areas. This will apply to all new sites brought forward post the approval of the requirement by West Lothian Council, and through identification in the reviewed Finalised West Lothian Local Plan .

Developers must therefore follow the following principles in meeting this requirement:

1. Direct provision of fully complete affordable houses as part of a mixed tenure development.
2. Off-site provision of fully complete affordable houses within the same settlement.
3. Provision of land to an equivalent value to on-site provision including land value and building costs.
4. Financial contributions equivalent to the cost of on-site provision. Such contributions will be banked by the council and used to subsidise provision of affordable housing by registered social landlords.

Further requirements and time limits are included in the council approved paper "XXXXXX'.

. All the ita/iced inserts above are the subject of approval by the council at its meeting on 16 September. The guidance could be the subject of further change. Until council approval, developers should continue to assume the figure included in the earlier version of this guide, namely 20%.

The Finalised Edinburgh and The Lothians Structure Plan- Action Plan

An Action Plan has been produced in support of the Finalised Edinburgh and The Lothians Structure which, at the time of writing, has been submitted to the Scottish Ministers for approval (The "Edinburgh and The Lothians Structure Plan 2015" - Action Plan, March 2003). This identifies in Schedule 3, at the strategic level, the key infrastructure and other facilities that must be provided, including through developer funding, in bringing forward proposals within the three Core Development Areas shown in the structure plan (it also identified requirements for Whitburn, but that is not relevant here). The narrative of the Action Plan and the relevant schedules for West Lothian are appended as Appendix 2.

Developers must follow fully the requirements of the Action Plan, unless this council subsequently agrees any changes (ie. if another acceptable way of securing provision is proposed). It is anticipated that such requirements will be augmented by additional requirements identified within the Finalised West Lothian Local Plan (and later as adopted). The council, therefore, retains the right at all times to amend and add to essential requirements in advancing its statutory development plan, although it will always aim to identify such requirements as early as possible. It is intended to monitor and review the Action Plan every two years.

Development submissions within the CDAs should incorporate the area specific requirements as well as other requirements listed in Schedule 2 of the Action Plan, where these would relate to their development.

This development guide therefore augments the Action Plan so that between the two documents, from strategic infrastructure to local design requirements supported by other referenced documents in this guide, a comprehensive set of development principles are outlined against which developers must set their proposals.

Mixed Development and employment Uses

The “2020 Vision” paper signalled the opportunity to include other land uses within the framework created by providing more land for housing. SPP2: economic Development (Scottish Executive), also requires development plans to provide a range of employment sites and opportunities and this requirement will therefore be an integral part of the revised Finalised West Lothian Local Plan .

Policy ECON 2 in the Finalised Edinburgh and The Lothians Structure Plan (March 2003) also promotes business uses within the CDAs, providing the full range of economic development requirements, and especially re-using redundant buildings and brownfield land, and where this was acceptable on environmental grounds.

A number of potential employment land allocations were included in the plans supporting the earlier “2020 Vision” consultation document. These were based on a notional assumption of the potential mix of business opportunities, building on existing employment zones and areas with good accessibility. However, the opportunity may also exist for other areas to be allocated, including for associated commercial or leisure related activities- for example motor trade, leisure facilities and fitness centres.

Developers are invited to put forward complementary proposals for business and commercial development in association with their submission for new residential allocations. Recent experience of proposals for residential development on a similar scale (1,500 - 2,000 houses), at Wester Inch, Bathgate, and Polkemmet, Whitburn, has demonstrated that such development can form part of a well planned and integrated proposal.

In their submissions, developers should therefore:

- include solutions that integrate an appropriate mix of employment (classes 4, 5, and 6) uses;
- indicate the type and scale of employment uses proposed ; and
- outline the proposed phasing of development in relation to housing provision and infrastructure.

Consultations

The council has so far been impressed with developers taking the initiative in instigating early consultations with local communities for major proposals, an example being the consultations run by JJ Gallaghers with the Bathgate community in relation to the proposals for Wester Inch (2,000 houses). The sponsors of the “Heartlands” development scheme at Polkemmet, near Whitburn, have also undertaken early community consultations. Such open and early consultations serve both to identify community issues and, therefore, the range of problems that the developer could reasonably resolve, saving time later.

Developers should demonstrate at an early stage their willingness to fully involve local communities and commit to establishing a framework for partnership working, involving and responding to existing community interests.

Viability and Fundability and Development Costs

The range of “checklist” matters listed above all relate to costs which must be borne in proceeding with a major development. The provision of new schools will be required with any option or combination of options. Most of the sites identified in “2020 Vision”, or for any other proposal brought forward in the district, will incur normal developer costs (ie. provision of on-site roads, drainage services etc.) whilst a number will incur abnormal on- or off-site costs, such as bridging a railway, reclamation of derelict land or the provision of major new sewerage.

It is in the developers interest to identify and quantify major costs, if for no other reason than in negotiating a land value with a landowner. From the planning point of view there is a need to itemise the requirements needed to allow development to proceed and to be able to secure these, where appropriate, through other legal agreements. These would be listed within the local plan. There would be considerable negotiations in agreeing and refining requirements, but the larger components of infrastructure and service requirements should be identifiable now. Included in this will be the cost implications of implementing up to XX% affordable housing”, as well as the more easily quantified cost of new schools.

*Until council approval developers should continue to assume the figure included in the earlier version of this guide, namely 20% .

The council is lobbying for a wider debate on funding mechanisms for public infrastructure provision associated with large-scale developments. The council does not view the use of development levies per housing unit as an appropriate funding solution at this stage.

However, it is quite reasonable to expect elements of infrastructure provision in to be financed, either on a “per house” basis or by more than one developer, where provision crosses developer interests - ie. in cases of shared provision affecting more than one major housing proposal. It will be the responsibility of multi-various developers to demonstrate, and agree, the means of such funding. The council would be willing to work in partnership with developers to ensure timeous provision.

The most appropriate example is the provision new schools, both primary and secondary. Whilst it can be anticipated that the provision of new primary schools would be within the domain and responsibility of individual developers or single development proposal (on the basis of a single-stream primary school per 1,000 houses), the CDA approach has been based on the need and provision of a new secondary school in the case of the structure plan allocations in:

Core Development Area	Allocation (houses)	Additional Safeguards (houses up to)
Livingston and the Almond Valley	3,000	2,000
Winchburgh/East Broxbum/ Uphall	3,000	2,000
	6,000	4,000

It is possible that development proposals in these areas are promoted as one planning application and/or one master planning exercise, under the control of a single applicant/developer. In such cases, the attribution of costs and responsibility for funding would be relatively simple, and secured through the use of appropriate planning and/or other legal conditions.

However, it is likely that achieving these targets would involve the participation of more than one applicant/ developer. In this case, the council would require those primary sponsors to agree between them, the mechanics for funding a new secondary school on an equitable, shared basis.

The council would be willing to act in partnership with those parties in framing an agreement, and in exploring the role the council might have in managing the process. The council will require clear demonstration that this approach is being positively taken, and it would not grant planning consent to one major CDA proposal in the absence of such a framework and/or legal agreements being in place, or the principles agreed.

Therefore, whilst there may be no universal tariffs applied, the council would expect CDA area shared funding commitments to be applied. It would be up to developers to jointly demonstrate this principle, or any other means of securing a new secondary. The council would be a willing partner in exploring what options may exist to realise this.

More generally, it is in the interests of all concerned to have confidence in project viability based on discharging the above “checklist”. The fundability and viability of the proposal, submitted by the developer, will ultimately determine deliverability. It is accepted this may raise issues of confidentiality, and areas of cost uncertainty, which may limit how far project viability can be established. However, within this framework, developers should:

- identify all the main key costs and amounts;
- provide a funding profile linked to the development profile:
- identify the key funding partners and mechanisms in doing so:
- provide a business plan:
- indicate a willingness to enter into appropriate planning and other legal agreements, including Section 75 Agreements: and
- examine innovative infrastructure funding solutions, especially with regard to phasing.

Implementation

It will be important that the council, as planning authority, works closely with the applicant/developer from start to finish, and that working arrangements and staffing linkages are set in place at the early stage to manage the process to successful conclusion.

Clearly this will involve processing the proposals through the formal stages, from master plan submission to the determination of planning applications, and managing the implementation of the development in conformity with the various planning conditions and/or other legal agreements, and in securing the provision of services and infrastructure.

As part of the master planning exercise, the council would require the developer/applicant to outline a “one door” model for managing these processes, including the involvement of local communities from the ‘earliest stages. In this way the development can progress as a partnership between developer, local authority and local communities, which is more likely to gain overall acceptance to the benefit of successfully bringing forward early development.

At the same time the council is serious in its aspirations to secure the highest levels of design quality. The submission of high quality master plans will be paramount in taking a major proposal forward to the consent stage. Developers/applicants should therefore demonstrate from the beginning a commitment to high quality design and imaginative layouts, by appointing quality designers, architects and master planning expertise.

Next Stages

This guide is self-standing. Its longer-term purpose is to guide all major housing-led development schemes that are brought forward as planning applications from here-on.

Its more focused and immediate purpose is to outline the design and delivery requirements for the next round of major development schemes that must be brought forward to meet the housing land requirements of the Edinburgh and The Lothians Structure Plan. In identifying site allocations in the West Lothian Local Plan, the requirements of this guide would be further applied. This will be achieved by incorporating key elements in the local plan; by reference to the guide in the plan; and in applying its main thrust and details in later considering planning applications.

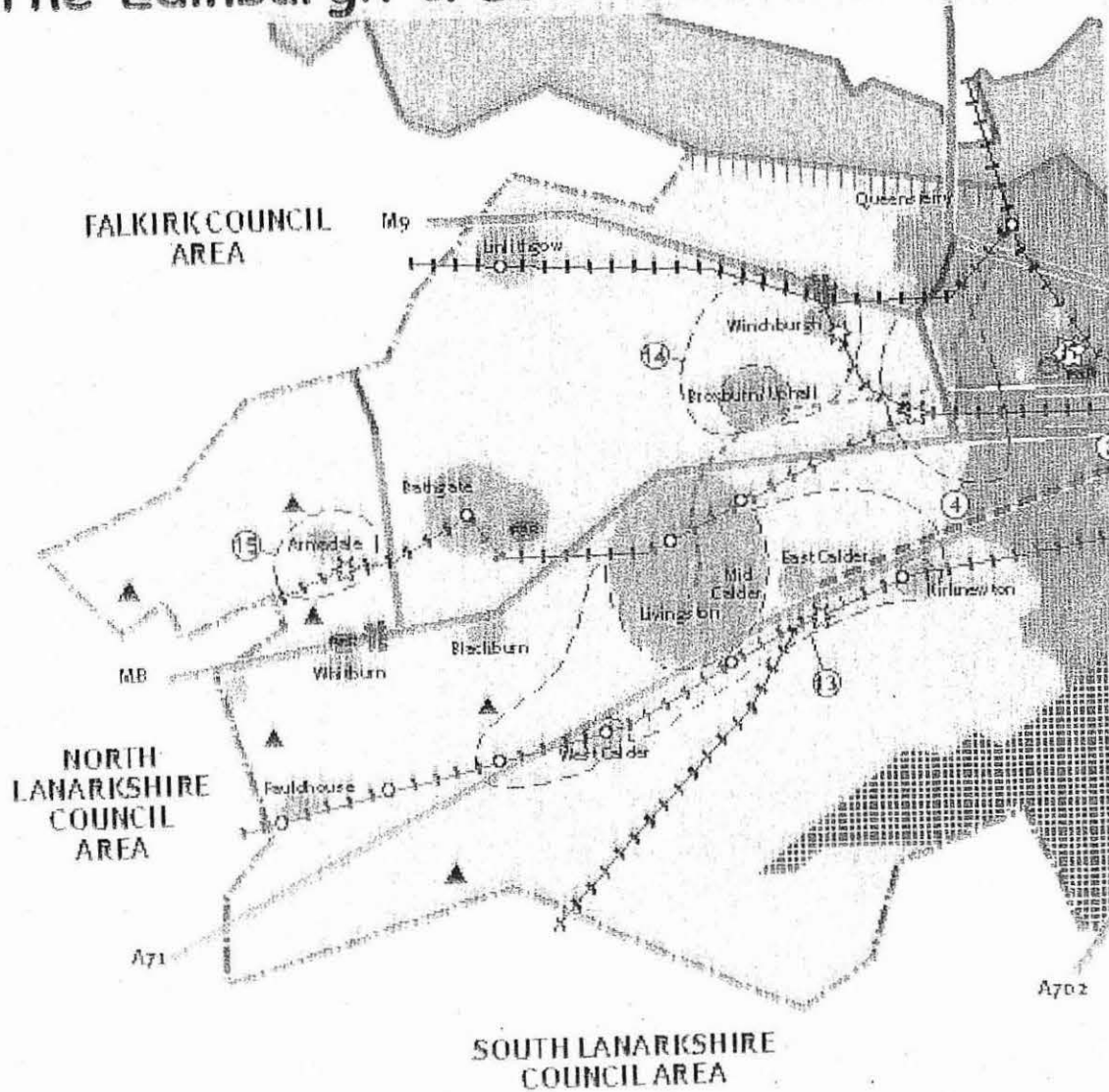
However, the key relevant elements would in any case be applied to any major proposal, so the guide is universal to West Lothian (including, for example, the design requirements, or affordable housing policy).

The next stages in progressing and maintaining the momentum of the principles included in this guide, which have now been approved by the council, are as follows:

1. The guide will be used in assessing any major housing development brought forward in West Lothian, and not just the Core Development Area proposals required to satisfy the strategic allocations of the Edinburgh and the Lothians structure plan 2015.
2. The key requirements of the guide will be incorporated into the revised Finalised West Lothian Local Plan (FWLLP). The main purpose will be to apply these principles to the CDA proposals allocated within the FWLLP.
3. The FWLLP, in addition to incorporating elements of, or referring to, this guide, will require developers to submit comprehensive master plans for their CDA proposals prior to the submission of planning applications. The master plans must clearly evidence how all the factors of this guide have been addressed and incorporated into their master plans.
4. The Finalised West Lothian Local Plan will also require developers to demonstrate how they would consult with local communities, including early consultations, well before the stage of submitting a planning applications. -
5. Thereafter, the guide will be used to assess, along with other relevant policy guidance and practice notes (referred to in this guide), the submission of planning applications

The council will also develop its ideas and requirements in identifying the resources to manage the processes and liaise with developers/applicants from start to finish. Underpinning these arrangements will be the council's commitment to securing good design and quality of development, and the timeous provision of all the services, infrastructure and facilities which are essential to creating new communities that co-exist and integrate with existing communities.

The Edinburgh & Lothians Structure Plan - Appendix 1



The Edinburgh & Lothians Structure Plan;
Structure Plan;

The Key
Diagram for
West Lothian



West Lothian
Council

edinburgh and the lothians structure plan 2015

action plan

THE CITY OF EDINBURGH COUNCIL
EAST LoTHIAN COUNCIL
MIDLoTHIAN COUNCIL
WEST LoTHIAN COUNCIL

MARCH 2003

এডিনবরা শহর এবং লোথিয়ান জেলায়
সংক্রান্ত গঠন সংক্রান্ত পরিকল্পনা
কার্য পরিকল্পনা

ایڈنبرا ایئر وی لوڈینز سٹرکچر پلان
عملی منصوبہ

এডিনবরা এবং লোথিয়ান জেলায়
সংক্রান্ত গঠন সংক্রান্ত পরিকল্পনা
কার্য পরিকল্পনা

خطة انبنة و لوثيان لتبنا
خطة التنبؤ

CONTENTS

List of Abbreviations	4
INTRODUCTION	5
A REALISTIC APPROACH	5
Funding Commitments	5
Investment Details and Variation	5
COMMITMENT THROUGH DEVELOPMENT PLANS	6
Structure Plan Approval	6
Local Plans	6
COMMITMENT THROUGH PARTNERSHIPS AND INTER-AGENCY INVOLVEMENT	7
Transport	7
Water and Drainage	7
Education	8
Other Partnerships	8
ACTION PLAN SCHEDULES	10
MONITORING AND REVIEW	10
SCHEDULES	11
1 – Indicative Programme for Local Plan Adoption	11
2 – Strategic Transport Investment Proposals	12
3 – Key Development-Related Actions and Investments	16
APPENDICES	28
1 – Key Implementation Policies to be Actioned Through Local Plans	28

List of Abbreviations

AP	Action Plan
BWB	British Waterways Board
CEC	City of Edinburgh Council
CSCT	Central Scotland Countryside Trust
ELC	East Lothian Council
ELSP	Edinburgh and the Lothians Structure Plan 2015
ND/D	Non-denominational/denominational
HS	High School
LHS	Local Housing Strategy
LP	Local Plan
LSP	Lothian Structure Plan 1994
MC	Midlothian Council
PPP	Public-Private Partnership
PS	Primary School
RC	Roman Catholic
SESTRAN	South East Scotland Transport Partnership
SPP	Scottish Planning Policy
SW	Scottish Water
WLC	West Lothian Council
WLHNT	West Lothian Healthcare NHS Trust
WWTW	Waste-Water Treatment Works

INTRODUCTION

- 1.1 This Action Plan (AP) has been prepared to support the finalised Edinburgh and the Lothians Structure Plan 2015 (ELSP). SPP1 The Planning System requires that all development plans should contain an action plan, that should be updated every two years. The first two year of "actions" will inevitably concentrate on securing structure plan approval, and advancing the key local plans across the Lothians towards their adoption.
- 1.2 The AP also concentrates on strategic actions required to implement the regional strategy, supported by reference to the need for local plans, and their action plans, to implement requirements at the local and detailed level. This is consistent with the intention that structure plans should focus on strategic housing, employment and transport issues.
- 1.3 The AP focuses on strategic services and infrastructure, which includes transportation schemes. The policy requirements linked to the AP are included within the Implementation Chapter of the ELSP, whilst other sections of the structure plan also refer to the AP.

A REALISTIC APPROACH

- 2.1 The AP identifies the key partners and agencies targeted to implement the ELSP development strategy.

Funding Commitments

- 2.2 It is recognised that there will not always be commitment to investment at this early stage. The ELSP covers the period to 2015 and most capital budgets and programmes, whether public or private sector based, commit to less than five years. Future reviews of the AP will identify where investment is forthcoming or where problems are emerging and assess the implications for the structure plan.
- 2.3 The increasing expectation and requirement that developers should fund services and infrastructure is reflected in the action and funding responsibilities.
- 2.4 The AP therefore identifies;
 - *strategic projects which include cross-boundary initiatives, mostly confined to transportation initiatives;*
 - *investments in infrastructure directly related and required to implement the development of the ELSP core development areas (mostly housing);*
 - *investments in infrastructure required and related to implementing existing strategic development proposals established within local plans (i.e. implementing to the Lothian Structure Plan 1994);*
 - *pointers to the more detailed requirements, which would be expanded within local plan APs.*

Investment Details and Variation

- 2.5 In some cases, given the broad strategic nature of the structure plan, the need and degree of investment may be unknown or uncertain. Equally, through discussions with partners and developers, requirements might change, or be differently met. Developers should assume that, where attributed, the items included in Schedules 3 are requirements that must be met as a minimum provision. In all cases, developers should discuss and establish requirements with the local planning authorities at the earliest date.

COMMITMENT THROUGH DEVELOPMENT PLANS

Structure Plan Approval

- 3.1 It is assumed the Scottish Executive will meet its target of approving structure plans within 40 weeks of receiving them (SPP1) – in the case of the ELSP by around February 2004. The four Lothian planning authorities will progress, as a priority, the reviews or replacements of the key local plans that implement the ELSP. Slippage in structure plan approval could lead to slippage in local plan adoption.

Local Plans

- 3.2 Most of the policies in the ELSP refer to, or require to be implemented through, local plans. The key policies to be actioned in local plans, to implement the ELSP, are included in Appendix 1. An important policy requirement is policy IMP1 that relevant local plans should be finalised within eighteen months of structure plan approval. In the case of the landward districts, this will require reviewing the respective district-wide local plans. The earliest anticipated local plan adoptions will be in year 2005.
- 3.3 East Lothian and West Lothian Councils have completed consultations on their respective district-wide local plans, taking specifically on-board the housing requirements of the draft ELSP development strategy. It is intended to approve the Finalised West Lothian Local Plan potentially prior to approval of the ELSP, and to alter the plan if required from modification to the ELSP. It is intended to approve the Finalised East Lothian Local Plan soon after approval of the ELSP. Within Edinburgh, the Rural West Edinburgh Local Plan will be progressed as a priority, to implement the HOU3 requirement for the Newbridge, Kirkliston, Ratho development area. In the case of Midlothian it is anticipated that the two area local plans covering the district will be adopted in 2003, and thereafter work will commence on their review, aiming for adoption by around 2006.
- 3.4 Schedule 1 lists the local plans across the Lothians, and provides an indicative programme of the adoption of up-to-date local plans to reflect the requirements of the ELSP. Progress on these will be monitored.

COMMITMENT THROUGH PARTNERSHIPS AND INTER-AGENCY INVOLVEMENT

Transport

- 4.1 The main agencies involved in implementing the major transport initiatives (Schedule 2) include the Scottish Executive, the local authorities, the Strategic Rail Authority and the various bus and rail providers. Increasingly, where major transport initiatives serve or open up areas for development, developers will be required to participate in joint funding. A number of the schemes also require inter-local authority co-operation - examples include the West Edinburgh Tram Extension to Livingston (WL7).
- 4.2 Implementation of the major transport initiatives will involve substantial capital investment. In recognition that much of the need for the investment arises from existing pressures, and from trends such as increasing car ownership, rather than specifically from new development, much of the funding will need to come from non-development sources. In particular, it is imperative that the Scottish Executive makes a major contribution to the necessary investment programme. Through the Regional Transport Strategy, the South East Scotland Transport Partnership (SESTRAN), as well as individual local authorities, will have a role in identifying and promoting funding strategic provision within the Lothians.
- 4.3 Local planning authorities will need to support the major transport initiatives by ensuring developers make appropriate contributions to the strategic transport projects and fund or provide other transport infrastructure and services needed to support their developments. The four local authorities produce local transport strategies that will inform the monitoring of the Schedule 2 transport schemes.

Water and Drainage

- 4.4 A number of major water and drainage projects have been completed across the Lothians which have allowed the implementation of the Lothian Structure Plan 1994. These major investments, including PPP initiatives, provide capacity to serve a large part of the requirements of the ELSP.
- 4.5 In 2002 the three Scottish regional water authorities amalgamated to become Scottish Water (SW). SW is operating under a financial regime that is restricted to discharging its statutory responsibilities, in particular compliance with EU Directives. Investment will be limited to that required to maintain and upgrade existing systems or works.
- 4.6 SW also operates on the principle of "first come, first served" and spare capacities will not be reserved for sites identified in development plans. This makes forward planning difficult.
- 4.7 One implication is that there will be a greater reliance on developers to pay for treatment work or network capacities needed to serve development. Whether these circumstances emerge to hinder the implementation of the development strategy will be closely monitored, but this is a matter already recognised as a major concern by the local planning authorities.
- 4.8 At the time of writing this AP, SW is in the process of reviewing its information and operations affecting sewage systems and treatment work capacities variously across the Lothians. In some cases, the four councils do not have sufficient information on capacities and infrastructure thresholds to be able to provide clear guidance to developers, or to fully assess and conclude on where further infrastructure investment is needed to allow development. However, it is fully expected that further investments in water and drainage infrastructure will be essential to allow the development strategy to be implemented and SW must have regard to these requirements in allocating capital funds and in forward planning.

- 4.9 The results and clarification of this will have further implications for the implementation and requirements to serve development. Further and better information will be available for inclusion in future APs and within local plans.
- 4.10 Given this, developers should consult with SW at the earliest stages, to determine the availability of system capacities and the need for developers to contribute or fully fund provision to allow development to proceed. SW also provides the link to developer consultations with the PPP providers and operators.

Education

- 4.11 The Lothian local education authorities have turned to alternative forms of capital funding to provide new schools. The combination of tight controls on local authority spending, the continuous need for schools renewal and improvement, set against the need to serve a growing population, present real problems of ensuring education provision. A number of school catchment reviews have already been undertaken across the Lothians to maximise efficiencies and the use of available spaces. Further catchment reviews will be required to accommodate the development strategy. However what is certain is that there will be a need for major new investments in schools to serve the requirements of the ELSP.
- 4.12 The two main funding sources in addition to direct local authority funding are Public-Private Partnerships (PPPs) and developer funding.
- 4.13 The four education authorities have introduced PPP schemes to upgrade, expand or replace schools in their areas. However, these schemes have been introduced to overcome existing education problems or secure capacities to serve the development strategy of the previous structure plan. The current rounds of PPP schemes have not been constructed to serve the new ELSP requirements, and there are no guarantees that additional PPPs will be introduced to do so.
- 4.14 In the absence of increased funding from the Scottish Executive the onus of securing education provision falls to developers. The education authorities will work in partnership with developers, including contributions to funding where the additional provision also addressed existing problems. However, the key principle is that developers must fund new places and schools associated with, and generated by, their developments. In a large number of cases, provision will require to be 'upfront' by the developer, and will require agreements with the education authority on the management of pupil intakes and related catchment transfers.

Other Partnerships

- 4.15 The substantial scales of development proposed through the ELSP will require that other service and infrastructure providers must commence early planning of resources to meet growing demand. Further consultations, including through the local plan process, must establish additional requirements for services, and how these will be funded and provided. The needs for such services, and the agencies involved, will vary across the Lothians, and are appropriately explored at the local level.
- 4.16 An important means of identifying the demands on, and for, community and other services is provided through the community planning partnerships established by the four councils. The partnerships involve the public, private and voluntary sectors. *SPP1 'The Planning System'*, recognises the increasing role of community planning partnerships in taking action and providing services in an integrated way. The four Councils will make increasing use of these partnerships to co-ordinate and secure programmes of delivery.
- 4.17 There are two immediate areas of community requirements that apply across the region - health care services and the provision of affordable and special needs housing.

- 4.18 The responsibility for health care provision in the Lothians falls to West Lothian Healthcare NHS Trust (primary and secondary, or acute, provision West Lothian), and Lothian Primary Care NHS Trust and Lothian Universities Hospital Trust (primary and secondary/acute care respectively for the rest of the Lothians), ultimately under the aegis of the Lothian NHS Board for financial resources. The Lothians is the fastest growing area in Scotland, so there must be a commensurate distribution of resources to secure adequate health care provision.
- 4.19 The most relevant level of provision to the development strategy, is at the primary care level, more often for extended or new health centres. Additional provision will be needed to satisfy increasing demand and serve the major new development areas. Continued liaison between the healthcare providers, the planning authorities, and developers, will be essential to identify sites and opportunities for joint initiatives. Schedule 3 indicates where new provision has been identified as needed, and further requirements should be identified as part of the local plan process.
- 4.20 An increasingly relevant issue is securing the provision of affordable housing (either social rented, subsidised for-sale or shared ownership). The requirement to secure provision is especially acute in Edinburgh and the Lothians, which is expected to experience a sustained growth in housing demand driven by population and economic growth which will, in turn, tend to push up house prices.
- 4.21 Government policy requires that policies on affordable housing be founded on a local housing needs assessment, and the four Lothians authorities have separately completed such assessments.
- 4.22 The four Councils are at various stages in preparing local housing strategies (LHSs). The City of Edinburgh Council has already adopted supplementary planning guidelines and is including suitable policies in its area local plans, based on percentage targets by ward areas, although this has been challenged through a PLI. Both East Lothian and West Lothian Council are consulting on draft LHSs and anticipate preparing interim policies for later inclusion in their respective district-wide local plans (see Schedule 1). Midlothian Council is also progressing its LHS and has already included interim policies in its Midlothian and Shawfair Local Plans. A draft modification to the Midlothian Local Plan policy was the subject of debate at the Public Local Inquiry.
- 4.23 In applying development plan policies, there will inevitably be variations and flexibility between the four planning authorities in constructing policies, in defining applicable areas, in using the quota or percentage approach, and other site(s) factors. So at the structure plan level, the priority requirement remains that each of the authorities incorporate robust policies that secure affordable housing, as a key and integral part of the development strategy .
- 4.24 The policies to secure provision should be included in local plans. In their absence, and given that development proposals conforming to the ELSP may be brought forward in advance of local plan adoption, then the local authorities should alternatively issue supplementary planning guidance.
- 4.25 The partners in both developing policies and in securing resources will be Communities Scotland, the private housebuilders and developers. And Registered Social Landlords. In addition to robust policy requirements, the key to successful delivery (as examples prove) more often involves all in joint initiatives.

ACTION PLAN SCHEDULES

- 5.1 **Schedule 1** provides an indicative programme for advancing local plans, which will provide the focus of action over the first two years and beyond in implementing the ELSP.
- 5.2 **Schedule 2** lists the key transport proposals across the Lothians. These will contribute to serving the development strategy and will primarily be progressed by the partnerships involving the local authorities, the Scottish Executive and public transport operators although, where relevant, contributions from developers will be sought. Where such initiatives are essential in serving, as a prerequisite, one or more specific development area(s), reference is included within Schedule 3. The time frames are divided into short-term (encompassing priority actions over the next three – to 2005), medium term (to 2010), and long-term (by the end of the ELSP period).
- 5.3 **Schedule 3** provides more details of the essential requirements needed to specifically advance the new proposed development allocations identified in the ELSP, along with a number of existing strategic allocations yet to be implemented. The anticipated time frames are the same as for Schedule 2, although timing will partly be driven by the developer proposals. The infrastructure provision may be amended or added to as further requirements are identified in bringing forward specific development allocations in the course of preparing local plans.

MONITORING AND REVIEW

- 6.1 It is intended to update and review this Action Plan every two years – commencing two years after approval of the ELSP by the Scottish Executive, which would link the Action Plan review to other monitoring times scales referred to in the ELSP. The purpose of review will be to track the implementation of actions, identify the next round of two year actions (some of which may be newly identified), and provide an early warning of significant problems that may be emerging. It is also the case that for this first AP there are some inconsistencies and variations in the level and coverage of certain aspects of requirements - for example in identifying the need for healthcare provision or water and drainage services. Future APs, including local plan APs, will aim to provide more comprehensive and consistent coverage.

SCHEDULE 2

Strategic Transport Investment Proposals

Ref.	Action/Investment Areas	Purpose	Development Strategy Benefits	ELSP Policies	Stage	Identified or Possible Fund Sources/Responsibilities*	Likely Timing**	
EDINBURGH								
E1	North Edinburgh tram loop	CEC	Strategic Public Transport Accessibility	City Centre, Waterfront Edinburgh	TRAN1 TRAN2 HOU3 ECON2 ECON6 RET3	Being prepared for Parliamentary Approval.	Scot. Exec. funded to Parliamentary Approval. Options looking at (Pr) Congestion Charging/ Scot.Exec. (Sc) tram operator, (Ot) CEC, developer contributions	(M) 2009
E2	City-Edinburgh Park Edinburgh Airport - Newbridge tram (see also E4 and WL7)	CEC	Strategic Public Transport Accessibility	City Centre, Edinburgh Park/ South Gyle/Sighthill, Newbridge/Kirkliston/ Ratho	TRAN1 TRAN2 HOU3 ECON2 ECON6 RET3	Being prepared for Parliamentary Approval	Scot. Exec. funded to Parliamentary Approval. Options looking at (Pr) Congestion Charging/ Scot.Exec. (Sc) tram operator, (Ot) CEC, developer contributions.	(M) 2009
E3	City-Cameron Toll - New Royal Infirmary - Danderhall tram (see also M1)	CEC	Strategic Public Transport Accessibility	City Centre, South East Wedge	TRAN1 TRAN2 ECON2 ECON3 ECON6 RET3	Being prepared for Parliamentary Approval.	Scot. Exec. funded to Parliamentary Approval. Options looking at (Pr) Congestion Charging/ Scot.Exec. (Sc) tram operator, (Ot) CEC, developer contributions.	(L) 2012
E4	Tram extension from Newbridge to Queensferry	CEC	Strategic Public Transport Accessibility	Newbridge/Kirkliston/ Ratho	TRAN1 HOU3	Safeguard	Options looking at (Pr) Congestion Charging/ Scot.Exec. (Sc) tram operator, (Ot) CEC, developer contributions.	(L)
E5	Orbital route - probably bus priority route	CEC	Strategic Public Transport Accessibility	Edinburgh Park/South Gyle/ Sighthill	TRAN2 ECON6	Study/Costed	Options looking at (Pr) Congestion Charging/ Scot. Exec., (Sc) CEC and developer contributions.	(M)
E6	South Suburban Loop	CEC	Strategic Public Transport Accessibility	City Centre	TRAN1 TRAN2 ECON2 RET3	Study/Costed	Options looking at (Pr) Congestion Charging/ Scot.Exec., (Sc) Strategic Rail Authority, (Ot) Rail industry, developer contributions.	(M)
E7	Edinburgh Airport Rail link and Station	CEC	Strategic Public Transport Accessibility	Edinburgh Park/South Gyle/ Sighthill, Newbridge/ Kirkliston/Ratho	TRAN1 ECON2 ECON4	Study	(Pr) Scot Exec, Strategic Rail Authority, (Sc) Airport Operator, rail industry. Developer contributions.	(L)

M6	A701 Straiton - Milton Bridge Improvement	MC	Strategic road congestion relief	A701 Corridor	TRAN1 HOU3 ECON2/3	Planning Consent; phasing dependent on study (2003)	(Pr) Scot Exec; (Sc) MC; (Oth) private developers. Planning Consent granted by Scot Ex for route; section under construction; funding for remainder uncertain	(S)-(M)
M7	Orbital Rapid Transit	MC/CEC	Promote public transport	A7/A68 Waverley Line and A701 corridors; and Midlothian-wide	TRAN1 HOU3 ECON2/3	Under Study	CEC Congestion Charging. Important to assisting employment accessibility for Midlothian. CEC funding for study.	(S)-(M)
M8	Park & Ride - Straiton and Hillend (see also Fm)	MC/CEC	Promote public transport/Strategic road congestion relief	A720 (T) congestion relief/Edinburgh City Centre	TRAN1	Planning Application	(Pr) Scot. Exec. Planning application submitted (Straiton)/Project Assessment Ongoing (Hillend)	(S)-(M)

WEST LOTHIAN

WL1	Bathgate/Airdrie Rail, including station at Boghall	WLC	promote rail	Armadale, Bathgate	TRAN 1 HOU3	Study/costed	(Pr) Scot Exec. (Sc) rail industry	(M)
WL2	Fastlink Phase 1 (M8-Hermiston)	WLC/CEC	Promote bus	Livingston	TRAN1	Study costed	(Pr) Scot Exec (Sc)WLC/bus operators	(P) 2003/4
WL3	Fastlink Phase 2 (via Broxburn/Airport)	WLC/CEC	promote bus	Broxburn, Uphall, South Livingston, West Edinburgh.	TRAN 1 HOU3 ECON 3	No Study yet	(Pr) Scot Exec (Sc)WLC/bus operators	(M)
WL4	Shotts Line Upgrade/Service Enhancement	WLC/CEC	Promote rail	S. Livingston, West Calder, East Calder, Kirknewton, W. Livingston	TRAN 1, HOU3	Study	(Pr) Scot Exec. (Sc) rail industry. Awaiting agreement by rail industry	(M)
WL5	East Calder Parkway Station	WLC	Promote rail	S. Livingston, East Calder, Kirknewton.	TRAN 1, HOU3	Links to WL 4.	(Pr) Scot Exec. (Sc) rail industry (O) developer contribution. Needs agreement by rail operators	(M)-(L)
WL6	A801 Avon Gorge	WLC	Strategic road accessibility	Links to/from Falkirk/Stirling	TRAN 1	Study	(Pr) Scot Exec. (Sc) WLC plus Falkirk Council	
WL7	West Edinburgh tram Extension: Hewbridge to Livingston (see also E2)	WLC/CEC	Promote rail	Broxburn, Winchburgh	TRAN 1, HOU3	Safeguard	(Pr) Congestion Charging/Scot.Exec. (Sc) tram operator, (O) CEC, developer contributions. As a longer term option related to E2	(L)
WL8	M8 Rapid Transit	WLC/CEC	Promote bus	Whitburn, Bathgate, North Livingston	TRAN 1, HOU3	Study	(Pr) Scot. Exec. (Sc) Bus operator	(M)
WL9	Car Park Extensions	WLC	Promote Rail use	All areas	TRAN 1	Funded and studies	(Pr) Scot Exec. funding extensions at Livingston North, Bathgate, Uphall Station, Livingston South. (Sc) Also seek developer contributions for West Calder, and Linlithgow subject of study.	(S)-(M)

* Pr - Primary
 Sc - Secondary
 O - Other

** (P - year) - PROGRAMMED
 (S) - SHORT TERM - 1/3 years (to 2005)
 (M) - MEDIUM TERM - 4/8 years (to 2010)
 (L) - LONG TERM - 9/12 years (to 2015)

SCHEDULE 3

Key Development-Related Actions and Investments

Area	Development Phasing	Primary Funding	Other Interests	Timing*	Comments
EDINBURGH					
Newbridge/Kirkliston/Ratho					
West Edinburgh Tram – reserve land for route/halts	At development start	Developer	CEC	(S)-(M)	See Key Diagram and HOU3 Details to be agreed with CEC
West Edinburgh Tram System	Phased introduction	Scot.Exec.	Developer, CEC	(M)	Potential congestion charging; target for opening 2008/09.
Upgrade water/drainage		SW, Developer		(M)	Dependent on location of new housing
Primary Schools		Developer		(M)	Additional PS and/or extension in either Newbridge or Kirkliston.
High Schools		Developer		(M)	Extend Balerno HS (Ratho) Craigmount HS (Newbridge) or Queensferry HS (Kirkliston). Increase capacity in WL RC schools.
Inclusion of Affordable Housing	Applied to schemes throughout area, at development start	Developer	Housing Assocs	(S) – (L)	Threshold for Rural West Edinburgh is 40 dwellings- 15% to be affordable.
Waterfront					
Land Reserve for tram (route and halt facilities)	At development start	Developer	CEC	(S)-(L)	See Key Diagram and HOU3 Details to be agreed with CEC
Provision of North Edinburgh Tram System (contribution to)	Phased Introduction	Scot. Exec.	CEC, developer	(M)	Potential congestion charging; target for opening 2008/09.
Public Transport Improvements (contribution to)		Developer	Scot. Exec., CEC		
Spine Road	1st Phase complete 2nd phase u/c	Scot. Exec, CEC	Developer	(S)	2003.

WEST LOTHIAN:

Area	Development Phasing	Primary Funding	Other Interests	Timing*	Comments
Winchburgh/E. Broxburn, Uphall					See Key Diagram and HOU3
Master Plan for all development area	Required prior to planning consent	Developer	WLC	(S)	Requirements to be outlined in Local Plan and developers must prepare a Master Plan with mixed uses (including employment) commensurate to a major expansion.
New ND Secondary School	At development start	Developer	WLC	(S)	Interim joint secondary/primary occupation
4 Single Stream PS Equivalents	Phased Introduction	Developer	WLC	(M)/(L)	Required per 1000 houses completed
Single-stream Denominational PS	Phased Introduction	Developer	WLC	(M)/(L)	Timing to be agreed with WLC
M9 Junction	At development start	Developer	Scot Exec.	(S)	Agreement required from Scottish Executive
Park and Ride (M9 Junction)	At development start	Developer	Bus Operators	(S)	Agreement required from Scottish Executive
Access onto A89	Secondary to M9 Link	Developer		(M)	Requirement/timing dependent on Master Plan
Sewage Treatment Works	Development Start	Developer	SW	(S)	There is no capacity – required immediately
Rail Station (Winchburgh or East Broxburn Plan)	Phased through agreement with WLC	Developer	Rail Industry	(M)	Full transport study required (in Local Plan) to determine phasing, and potential linked to major west Edinburgh transport initiatives
Inclusion of Affordable Housing	At development start	Developer	Housing Assocs/ Joint Partners	(S)	Requirements and phasing to be determined by WLC (housing needs study and in Local Plan)
Health Centre (Expansion)	Early phasing	WLHNT	Developer		An early requirement to expand service provision

Other

Environmental Improvements/ Access Enhancements	Phased with development	Developer	Scot. Exec, BWB, CSCT	(S)-(L)	To be phased but in advance of development areas and agreed by WLC (via Local Plan)
Decontamination	Phased with development	Developer		(S)-(L)	To be phased but in advance of development areas and agreed by WLC (via Local Plan)
Community Facilities/Neighbourhood Centre	Phased with development	Developer	WLC	(S)-(L)	Opportunity to incorporate facilities within concept of school campus – master plan exercise and Local Plan requirement See Key Diagram and HOU3
Livingston and Almond Valley					
Master Plan for all development area	Required prior to planning consent	Developer	WLC	(S)	Requirements to be in Local Plan. Developers to prepare a Master Plan of mixed uses – including employment, shopping & commercial uses.
New HD Secondary School	At development start	Developer	WLC/PPP	(S)	Interim joint secondary/primary occupation
4 Single Stream PS Equivalents	Phased introduction	Developer	WLC/PPP	(M)/(L)	Required per 1000 houses completed
Single-stream Denominational PS	Phased introduction	Developer	WLC/PPP	(M)/(L)	Timing to be agreed with WLC
Distributor accesses onto the strategic road network (focusing on the A71)	Phased introduction	Developer		(S)	Requirements and phasing dependent on a Master Plan, a transport assessment and as identified in the Local Plan
Inclusion of Affordable Housing	At development start	Developer	Housing Assocs/ Joint Partnerships	(S)	Requirements and phasing to be determined by WLC (housing needs study and in Local Plan)
New Health Centre	Early phasing	WLHNT	Developer (site)	(S)	Service provision at capacity so an early requirement

Area	Development Phasing	Primary Funding	Other Interests	Timing*	Comments
Other					
Environmental Improvements/ Access Enhancements	Phased with development	Developer	WLC, CSCT	(S)-(L)	To be phased but in advance of development areas and agreed by WLC (via Local Plan)
Community Facilities/Neighbourhood Centre	Phased with development	Developer	WLC	(S)-(L)	Incorporate facilities within concept of school/neighbourhood campus (Master Plan).
Armadale					
Single-Stream Primary School	At development start	Developer	WLC	(S)	Timing to be agreed with WLC (and in Local Plan)
Contribution to Denominational Primary School	Phased capacity provision	Developer	WLC	(S)-(M)	Contribution to secure additional capacity, to be agreed with WLC and identified in Local Plan
Distribution links to strategic road network (A89/A801)	At development start	Developer	WLC	(S)	To provide access and minimise impact on other residential areas and town centre
Traffic Management Schemes	At development start	Developer	WLC	(S)	As required to minimise impact on town centre
Inclusion of Affordable Housing	At development start	Developer	Housing Assocs/ Joint Partnerships	(S)	Requirements and phasing to be determined by WLC (housing needs study and in Local Plan)
Master Plan for all development area	Required prior to planning consent	Developer	WLC	(S)	Requirements to be in Local Plan, Developers to prepare a Master Plan of mixed uses - including employment, shopping and commercial uses.
Other					
Environmental Improvements/Access Enhancements	Phased with development	Developer	WLC, CSCT	(S)-(L)	To be phased but in advance of development areas and agreed by WLC (via Local Plan)

Whitburn

Existing allocation in HOU3; up to 1500 houses identified in adopted local plan

Master Plan for all development area	Required prior to planning consent	Developer	WLC	(S)	Requirements are outlined in Bathgate Area Local Plan and the Finalised West Lothian Local Plan and developers must prepare a Master Plan with mixed uses (including employment) commensurate to a major expansion. Subject of planning applications.
Single Stream Primary School	Phased with development	Developer	WLC	(S)-(M)	Phasing through agreement with WLC
Contribution RC Primary Provision	Phased with development	Developer	WLC	(S)-(M)	Phasing through agreement with WLC
M8 Junction	At development start	Developer	Scot Exec.	(S)	Agreement required from Scottish Executive
Park and Ride (M8 Junction)	At development start	Developer	Bus Operators	(S)	Agreement required from Scottish Executive
Inclusion of Affordable Housing	At development start	Developer	Housing Assocs/ Joint Partnerships	(S)	Requirements and phasing to be determined by WLC (housing needs study and in Local Plan)
Other					
Denominational Secondary School (district-wide) - related to HOU3	Phased Introduction	Developers	WLC	(S)	A district-wide requirement to provide a new secondary school, funded by pro-rata developer contributions and WLC - further details to be provided by WLC and included in local plan.

(P) - year 1 - PROGRAMMED
 (S) - SHORT TERM - 1/3 years (to 2005)
 (M) - MEDIUM TERM - 4/8 years (to 2010)
 (L) - LONG TERM - 6/13 years (to 2015)