



West Lothian
Council

Planning Services
Development Planning & Environment



PLANNING GUIDANCE (PG)

Historic Battlefield

Site of Battle of Linlithgow Bridge (1526)

(Allocated housing site H-LL 13 at Kettlestoun Mains, Linlithgow Bridge)

Adopted 6 January 2023

Contents

	<u>Page</u>
<u>one</u> Introduction	3
<u>two</u> Background to the Battle of Linlithgow Bridge	3
<u>three</u> Planning Policy	4
<u>four</u> The Development Management Process	6
<u>five</u> Linlithgow Bridge - Development	8
<u>six</u> Falkirk Council Area - Development	9
<u>seven</u> Requirements related to planning applications within the Linlithgow Bridge Battlefield Inventory area	10
Appendices	11

one

Introduction

- 1.1 Our historic environments important to many aspects of life, from defining the character of the places where we live and work, promoting a sense of belonging and cultural identity and encouraging civic participation to supporting the tourist economy.
- 1.2 Nationally important battlefields are recorded in the Inventory of Historic Battlefields prepared by Historic Environment Scotland. These battlefields are given special consideration in the planning system.
- 1.3 It is intended that this non-statutory Planning Guidance be used by any developer(s) and their agents and architects in bringing forward suitable detailed development proposals for the housing site, H-LL 13, at Kettlestoun that is part of the Battle of Linlithgow Bridge (1526) and was allocated by the Scottish Government Reporter after consideration of the objection by the owner, in the adopted West Lothian Local Development Plan (2018).

two

Background to the Battle of Linlithgow Bridge

- 2.1 Extract from Historic Environment Scotland CANMORE website outlines that:

"The Battle of Linlithgow Bridge was fought on 4th September 1526 between the Earls of Angus and Lennox, the latter attempting to remove the young King James V from the power of the Douglas's. Lennox, with his army arrived at Linlithgow Bridge, to find it so well guarded by artillery that he was forced to ford a difficult part of the River Avon, near Manuel Priory. The Battle was fought between there and the Bridge, the Lennox party being totally defeated.

- 2.2 The battlefield is fairly unique, unlike nearly all battlefields in Scotland this battle was not between the Scots and English, but between Scots for control over the young King James V.
- 2.3 The Ordnance Survey Name Book (ONB) adds that several 'stone coffins', containing human remains have been found in the locality." <https://canmore.org.uk/site/47867/linlithgow-bridge>
- 2.4 The full details from the HES "Inventory of Historic Battlefields" can be found at: http://data.historic-scotland.gov.uk/data/docs/battlef3lds/linlithgowbridge_full.pdf
- 2.5 The Battlefield Trust website provides an informative account of the Battle of Linlithgow Bridge at: www.bolb.org.uk

three

Planning Policy

West Lothian Local Development Plan (LDP) (2018)

3.1 The LDP indicates that:

"Historic battlefields provide an insight into the past and play an important part in our sense of identity. They can tell us about the course of battles which have taken place and can contain important archaeological remains and artefacts. They can also provide potential for attracting tourists as well as providing a recreational resource. Sites included in the Inventory are of national importance through links to key events or individuals; for physical remains or archaeological potential; and contribution to the landscape. The battlefield site at Linlithgow Bridge (1526) is included in the Inventory of Historic Battlefields".

3.2 West Lothian LDP Policy ENV 31 states:

"Proposals for the sensitive management and interpretation of battlefield sites such as Linlithgow Bridge will be supported in principle.

There is a presumption against development within a site listed in the Inventory of Historic Battlefields where it would have a significant adverse effect upon the archaeology, character, appearance, setting or the key landscape features of the battlefield.

Where it can be demonstrated that the overall integrity of the battlefield will not be compromised and there will be no adverse impact on the archaeology, character, appearance, setting or the key landscape features of the battlefield, proposals and developments affecting battlefield sites will require an appropriate level of mitigation, and measures (to be agreed with the Planning Authority).

The siting, scale and design of any new development, or extensions to existing buildings, must preserve, conserve or enhance the key characteristics of the battlefield. These may include landscape characteristics, key viewpoints that assist in the understanding of the battle and historic assets (particularly archaeological deposits found in-situ). However, minor developments such as household extensions will in most cases be exempt."

Scottish Government Planning Advice Note (PAN 2/2011) on 'Planning and archaeology'

3.3 The PAN indicates:

"when determining a planning application, the desirability of preserving a monumentand its setting is a material consideration. Early consultation with the local authority archaeologist (in West Lothian's case, the West of Scotland Archaeological Service), is essential to assess the likely impact of development proposals and to set out the parameters and scope of possible mitigation measures.

The objective should be to assure the protection and enhancement of monuments by reservation in situ in an appropriate setting (perhaps with a degree of interpretation) or, when preservation in situ is not possible, by recording and/or excavation followed by analysis and publication of the results."

3.4 Furthermore, the PAN points out that:

"when archaeologists know or have good reason to believe that significant remains exist, developers should be open to modifying their plans to reduce the risk of delays later in the planning process; for example, by re-designing foundations which avoid or minimise disturbance or by raising the ground levels on which a proposed structure is to be built, or by careful siting of landscaped or open areas. Techniques are available for sealing archaeological remains under buildings or areas of landscaping."

Historic Environment Policy for Scotland (HEPS)

3.5 The [Historic Environment Policy for Scotland](#) (HEPS) is a policy statement directing decision-making that affects the historic environment. It supports good decision making for Scotland's unique places and outlines how decision makers should undertake this duty whenever a decision will affect Scotland's historic environment. While HEPS is non-statutory, which means that it is not required to be followed as a matter of law, it should nevertheless be taken account of whenever a decision will affect the historic environment.

HES 'Managing Change in the Historic Environment: Historic Battlefields' (2016)

3.6 This document indicates:

"When a battlefield is included in the Inventory, the information in the Inventory record must be taken into account when making decisions on planning applications. No additional consent is needed for undertaking works within an Inventory battlefield."

3.7 In addition:

"Planning authorities should consult Historic Environment Scotland on proposed developments that might affect a battlefield included in the Inventory. They should then take Historic Environment Scotland's advice into account when deciding whether permission should be granted for the development..... Changes to battlefields should seek to protect, conserve and, where appropriate, enhance historic battlefields. If a battlefield is to accommodate modern development, its key landscape characteristics and special qualities should be retained"

four

The Development Management Process

- 4.1 Development on a battlefield can have an impact on the physical remains of the battle or the landscape of the battlefield. The Development Management process should identify and assess these impacts, and if possible mitigate them.
- 4.2 Development proposals affecting battlefields within the Inventory of Historic Battlefields should identify and protect and, where appropriate, enhance a battlefield's cultural significance, key landscape characteristics, physical remains and special qualities. The effect of proposed development on the Inventory of Historic Battlefield sites is a material consideration in determining a planning application.
- 4.3 Pre-application discussions are helpful and will speed the process and avoid unnecessary costs.
- 4.4 As HES point out, including a battlefield in the Inventory is not intended to be a barrier to development. The intention is to identify an area of added protection where particular consideration must be given to impacts on the site that should focus on the special qualities and landscape characteristics of the battlefield.
- 4.5 There are three key stages in this Development Management process –
 - 1) **Identify:** identify the current baseline of the site by assessing the area and undertaking a site audit, using a qualified and experienced professional. This would cover:
 - a) Character and context;
 - b) Other heritage assets; and
 - c) Nature of the development;
 - 2) **Assess:** define how the impact of the development will be measured and assess how the Site will be affected by the proposed development involving:
 - a) Direct impact on special qualities of the physical features within the battlefield area;
 - b) Contextual impact on key landscape characteristics involving the terrain of the battlefield. Assessments should report any potentially significant impacts on factors:
 - Integrity;
 - Significance;
 - Character; and
 - Experience.
 - c) Cumulative impacts that may be direct or contextual.

3) **Mitigate:** identify ways to avoid, reduce or compensate for negative impacts through location, design or enhancement measures that consider –

a) Design and mitigating impacts involving:

- Site selection;
- Development layout;
- Building design; and
- Landscape design.

b) Identifying opportunities for enhancement.

five

Linlithgow Bridge - Development

- 5.1 The LDP Proposals Map 1 and the HES Inventory set out the general area on the west side of Linlithgow Bridge that the battlefield may have covered (see Appendix 1).
- 5.2 This straddles the River Avon. On the east side, Linlithgow Bridge has developed. This comprises, south of the A803 Falkirk Road:
- The Avontoun residential estate from the 1960s;
 - Redevelopment around the Mill / West View;
 - Stockbridge Retail Park;
 - The Kettlestoun residential estate from the 1990s;
 - Kettlestoun Xcite Leisure Centre and associated playing fields; and
 - Avontoun Quarry / Avontoun Works & Woodcockdale Farm.
- 5.3 In terms of development allocations in the LDP, the Reporter at the Inquiry into the Finalised LDP in 2016 allocated the former Avontoun Quarry site for residential use (Site H-LL 13 at c14 ha for circa 210 units). This is directly over where it is assessed the battle lines may have been drawn up and skirmishes occurred.
- 5.4. While it is acknowledged that much of the eastern bank below Peace Hill (formerly Pace Hill) was quarried away and is now considered a Local Biodiversity Site within the LDP, the rising ground to the ridge where the Earl of Arran's men were drawn up is still untouched and the overall landscape can still be understood. There is a steeply rising bluff enclosing the low-lying land on the eastern side.
- 5.5 Another residential allocation at the former timber yard off Falkirk Road (H-LL 5 for 18 units), is just outwith the Inventory east boundary.
- 5.6 There is a Proposal (P-46) in the LDP, for an extension to the existing Kettlestoun playing fields and a cycle track by Linlithgow Community Development Trust that is also within the HES designated battlefield boundary.
- 5.7 There are no other major development proposed at this time.

six

Falkirk Council Area - Development

- 6.1 On the west side of the Avon, Falkirk Council are the local planning authority. The Whitecross village is just within the NE part of the battlefield area along with the remains of Manuel Priory that was in the vicinity on where one of the armies forded the river upstream of the original Linlithgow Bridge.
- 6.2 While the area on the south side of the suggested river crossing point is outwith the housing allocation and consider a Special landscape area the route of the advance of the Earl of Lennox/ site of the battle may occur on the west side of the housing allocation / i.e.; in the field on the west of Avontoun Works.

seven

Requirements related to planning applications within the Linlithgow Bridge Battlefield Inventory area

- 7.1 Development proposals relating to the allocated residential site H-LL 13 in the adopted West Lothian Local Development Plan (2018) must take the historic battlefield into account in a positive way. Applicants for planning permission shall satisfactorily demonstrate how their proposal have taken the battlefield into account in a positive way, demonstrating that they will not adversely impact, cause harm or compromise the battlefield and evidence that they have followed the 3-stage process outlined by HES in its 'Managing Change in the Historic Environment: Historic Battlefields' policy guidance (2016).
- 7.2 Any planning application within the Battlefield Inventory area will be assessed by the Council's archaeological services provider, West of Scotland Archaeological Service (WoSAS): <https://www.wosas.net/> WoSAS examine the Weekly Lists of planning applications submitted to the council for any potential archaeological and historic interests.
- 7.3 With proposed development that may affect a scheduled monument or its setting, contact should also be made with Historic Environment Scotland at the earliest opportunity.
- 7.4 It is widely recognised that the site has archaeological potential and it should therefore be anticipated that planning conditions will be imposed on any grant of planning permission. These will, as a minimum, require developers to:
- a) Undertake a watching brief on excavations, overseen by a competent professional archaeologist; and
 - b) If material, or finds of an archaeological interest are present, undertake excavation, recording and reporting.

It should be clearly understood that the onus will be on the developer to provide the council with a comprehensive archaeological evaluation, impact and mitigation assessment for the site.

With sufficient forethought this should not be unduly expensive or create excessive delay to a project.

(NB: Small house extensions within the Battlefield Inventory area will be exempted)

- 7.5 Details of suitable consultant archaeologists can be found via the West of Scotland Archaeology Service who maintain an [informal list of contracting companies](#) working in the area covered by their member authorities which includes West Lothian.

Appendices

1. Planning Advice Note 2/2011: 'Planning and archaeology' provides advice to planning authorities and developers on dealing with archaeological remains:
[Planning Advice Note 2/2011: Planning and archaeology](#)
2. HES Map of Inventory of Historic Battlefields - Linlithgow Bridge boundary and deployments.
3. HES '[Managing Change in the Historic Environment: Historic Battlefields](#)'; (2016 – updated (2020))
4. Extract from DPEA Reporters consideration (2016) of CEMEX objection at Kettlestoun to LDP 1 and related to archaeological issues:

"EOI-0054 - Kettlestoun Mains"

9. The site is within the boundaries of the Inventory Battlefield designation relating to the Battle of Linlithgow Bridge. We deal with representations in relation to Policy ENV 31 Historic Battlefields under Issue 26Q. The inventory identifies nationally important battlefields. I acknowledge that inclusion on the inventory is not a barrier to development but consideration is required of the potential impacts on the special qualities and landscape characteristics of the battlefield.

10. At the Main Issues Report stage Historic Environment Scotland (HES) indicated that much of the north east of the site is believed to have played a significant part in the battle and this should be considered when evaluating the deliverability of this site. It indicated that it considered that the site has capacity for some development but that it is unlikely that the density proposed (on the then larger site proposed) can be achieved without a significant adverse effect.

11. HES's 'Managing Change' guidance advises that assessment should be made of the impacts on the special qualities and landscape characteristics of battlefields taking account of the entry details in the inventory. Development on important topography should be avoided and key views across the site should be retained. The inventory for this battlefield states that despite the past quarrying, the overall shape of the landscape remains.

12. The Archaeology Report submitted in support of the proposal indicates that

as the whole of the proposed site was within the former sand and gravel quarry there is only limited potential for the recovery of archaeological or battlefield remains in small pockets. It indicates that the impacts of development would largely be on the ability to understand the landscape context of the battle site. It is argued that this has also been affected by the metal works and past quarrying but that impacts can be mitigated through design and layout. In particular it is proposed that the north eastern part of the site around Peace (Pace) Hill and the viaduct would be retained as open space and that the heights of the development would be restricted to minimise visual intrusion. The report contends that the most important elements of the battlefield, in terms of its landscape context, would be preserved and that indirect impacts on the Avon Viaduct are unlikely to be significant. In addition, it is argued that development can offer potential to enhance provision of interpretation and public access via improvements to the path network.

13. It is clear that this site has previously been disturbed by development and part of the designated battlefield site has already been lost to housing and the Xcite leisure complex. As I note above, the site now proposed is significantly smaller than that initially proposed. Although its boundary extends to 14.3 Ha the submitted supporting information advises that only 9.2 Ha is developable; as indicated above part of the site would be left as open space. The extent of the development, layout and design of housing at this site are matters that could be addressed via the development management process. I am content that detailed assessment at that stage could ensure that the overall integrity of the battlefield site would not be compromised and that the landscape context and special qualities of the battlefield would be adequately protected.

14. Taking account of the indicative plans, the archaeology report and the comments from HES, I consider that, subject to appropriate design considerations, the proposed allocation would not cause significant damage to this important heritage asset. My recommendations below include that protection of the battlefield is included in the delivery requirements in Appendix Two. The capacity of the site which I recommend, 210 units, is indicative only.....

Other:

'The site lies within the boundary of the site of the Battle of Linlithgow Bridge which appears in Historic Environment Scotland's Inventory of Historic Battlefields. An archaeological assessment is required and the design and layout of the development will require to ensure that the landscape context and special qualities of the battlefield would be adequately protected.

The site falls within the safeguarding zone of Edinburgh Airport and this imposes a number of restrictions which require to be observed.

A master plan is required to accompany any planning application. This shall incorporate retention of the existing trees along the southern and eastern

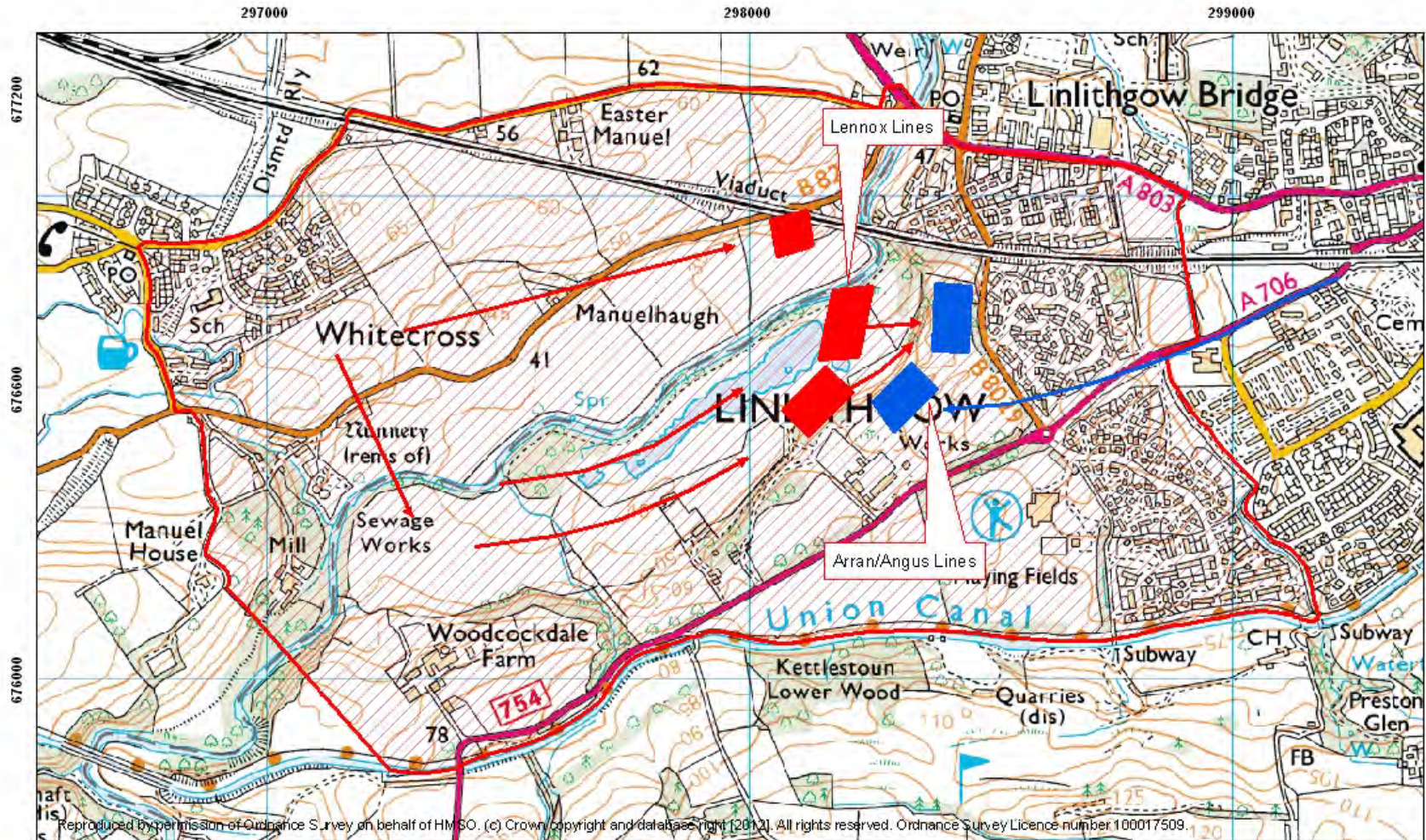
boundaries of the site as a defining feature of the landscape and incorporate public access to the wider area of open space, the Avon Trail and the battlefield related interpretation features....."

5. Extract from The Inventory of Historical Battlefields (next page)

The Inventory of Historic Battlefields - Deployments

Linlithgow Bridge 4 September 1526

Local Authority: Falkirk / West Lothian



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-  Inventory of Historic Battlefields boundary
-  Arran/Angus Movement
-  Lennox Movement



(PG) Historic Battlefield – Site of Battle of Linlithgow Bridge(1526) (Allocated housing site H-LL 13 at Kettlestoun Mains, Linlithgow Bridge)

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