

**EDINBURGH AND THE LOTHIANS
STRUCTURE PLAN 2015**

ACTION PLAN (2)

Interim Baseline Update

November 2005

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List of Abbreviations

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

Introduction

- 1.1 This is the second formal Action Plan (AP2). It has been prepared to support the finalised Edinburgh and the Lothians Structure Plan 2015 (E&LSP). *SPP1 The Planning System* requires that all development plans should contain an action plan, that should be updated every two years. The first years of “actions” have inevitably concentrated 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 E&LSP, whilst other sections of the structure plan also refer to the AP.
- 1.4 This new Action Plan provides an update of the key planning stages and changes that have taken place in advancing the local plans, and the commitments and funding details associated with the strategic and development area infrastructure requirements since the original Action Plan was prepared. As mentioned in the first Action Plan (and in para. 2.5 below), the actual requirements may change over time, through additions or deletions depending on changing circumstances, or as the primary funding agencies are identified.

A Realistic Approach

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

Funding Commitments

- 2.2 It is recognised that there will not always be commitment to investment at this early stage. The E&LSP covers the period to 2015 and most capital budgets and programmes, whether public or private sector based, commit to less than five years. This Action Plan and 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;
 - a) strategic projects which include cross-boundary initiatives, mostly confined to transportation initiatives;
 - b) investments in infrastructure directly related and required to implement the development of the E&LSP core development areas (mostly housing);
 - c) 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);
 - d) 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 The E&LSP was approved with modifications by the Scottish Ministers on 17 June 2004. The Plan became operative on 21 June 2004. This represents approximately 4 months slippage to the February 2004 approval date referred to in the first submitted Action Plan. The four Lothian planning authorities are now progressing, as a priority, the reviews or replacements of the key local plans that implement the E&LSP.

Local Plans

- 3.2 Most of the policies in the E&LSP refer to, or require to be implemented through, local plans. The key policies to be actioned in local plans, to implement the E&LSP, 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 2006.
- 3.3 East Lothian and West Lothian Councils have both prepared and approved Council-wide local plans for their respective areas that are consistent with the ELSP2015. Both these finalised plans have completed their deposit procedures.
- 3.4 In East Lothian, uncertainty over the requirement for SEA resulted in some delay in publishing the Finalised East Lothian Local Plan 2005. The Council applied to the Scottish Executive for exemption of the Plan from SEA in December 2004 but it was not until June 2005 that this exemption was granted. The Finalised Plan was put on deposit for objection in August 2005 and the intention is to hold a public local inquiry in 2006.
- 3.5 In West Lothian, the Finalised West Lothian Local Plan 2005 deposit ended on 18 July 2005. A significant number of objections have been received and those objections that cannot be resolved through negotiation will be considered at a Public Local Inquiry. It is anticipated that the public Local Inquiry will take place during the summer of 2006. An exemption from the requirement to carry out a Strategic Environmental Assessment on the plan has been granted by the Scottish Ministers.
- 3.6 Within Edinburgh, the Rural West Edinburgh Local Plan is being progressed as a priority, to implement the HOU3 requirement for the Newbridge, Kirkliston, Ratho development area. The PLI took place between November 2004 and April 2005, which represents approximately 6 months delay. The reporters findings are currently being considered by CEC. Adoption is anticipated mid 2005. With regard to the Edinburgh City Local Plan it is intended that a consultation draft is prepared by the end of 2005. However, a finalised plan is now not expected until the latter part of 2006. This slippage was caused initially by a delay to the commencement of the South East Edinburgh Local Plan Inquiry resulting in work on the City Plan starting later than originally envisaged. In addition, the need to now produce a consultation draft for Strategic Environmental Appraisal purposes has prevented CEC from

progressing straight to the finalised plan stage resulting in approximately least 12 months slippage.

- 3.7 In the case of Midlothian the two area local plans covering the district, the Shawfair and Midlothian local plans, were adopted in 2003. Work is underway on their review. Consultations on the development options to meet the E&LSP requirements took place in October 2004. A further consultation, on the preferred development strategy, including policy changes, and on an Interim Environmental Assessment (to take account of the requirements of the Environmental Assessment of Plans and Programmes (Scotland) Regulations 2004; see paragraph 3.9 below) was carried out in October 2005. The finalised Plan is programmed to be placed 'on deposit' in Spring 2006. The inclusion of a second consultation, in association with the preparation of an Interim Environmental Assessment, has extended the Local Plans review programme by some 3 months.
- 3.8 *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 E&LSP. Progress on these will be monitored.
- 3.9 Since the original Action Plan was published there has been some slippage in local plan progress. The key reason for delay is the introduction of the new regulations on Strategic Environmental Assessment. These regulations require a Strategic Environmental Assessment to be carried out on local plans which had began preparation prior to 21 June 2004 and which will not be adopted before 21 July 2006, although exemptions may apply in certain circumstances. The assessment requires Council's to complete a preliminary scoping report followed by an environmental report assessing a local plan's significant environmental impacts, options for change, mitigation and procedures for monitoring impacts in the future. Both the scoping report and environmental report have to be sent to three consultation bodies for comment, those being the Scottish Ministers (Historic Scotland), SEPA and Scottish Natural Heritage.

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.
- 4.4 There has been a significant amount of success in progressing the strategic transport investment proposals since the first Action Plan. Both Ingliston and Hermiston Park and Ride sites are in operation with frequent bus services to and from the city centre. Edinburgh Park rail station is open, providing regular train services, as is the west Edinburgh guided busway, which will ultimately form part of Tram Route 2, and work is now underway on the A8000 road improvements. In addition tie Ltd are progressing the Edinburgh Airport Rail Link and the intention is that the Bill for the scheme will be introduced to the Scottish Parliament at the end of November 2005. In West Lothian Fastlink Phase express bus infrastructure is now complete and operational. The additional park and ride spaces at stations on the Bathgate to Edinburgh line are now complete at Livingston North, Uphall and work is underway at Bathgate. Work also continues to progress on the reopening of the Airdrie Bathgate line and Network Rail have been appointed as the promoter of the Parliamentary rail bill. Consultation will take place in January 2006.
- 4.5 Discussions are ongoing with the Trunk Road Network Management Division (TRNMD) of the Scottish Executive regarding the two new motorway junctions on the M8 and M9. Assessment and appraisal work continues in support of the proposed new junction on the M8 and M9. With regard to the M8 junction at Heartlands the STAG 2 report has been submitted. The planning application for the Winchburgh Core Development area has been submitted and includes the proposed new junction onto the M9. TRNMD have been involved from an early stage and the assessments and appraisals in support of the new junction are underway. The STAG one report is due to be submitted.
- 4.6 The motorway junctions are one of key elements in delivering the Structure Plan requirements and securing them and their delivery at an early stage is an important factor in achieving the objectives of the Structure Plan.

- 4.7 Despite these successes it is clear there are a number of emerging pressure points. The scheme to introduce congestion charging in Edinburgh was rejected in a referendum and the CEC are currently reviewing their Local Transport Strategy in light of this. The loss of revenue from congestion charging significantly reduces the funding available for a number of schemes set out in Schedule 2 and will effect all the Lothian Councils. One of the pressure points is to the south east of the city. A start on the A68 Dalkeith Bypass, which the previous Structure Plan considered essential to accommodate traffic from new housing developments in Midlothian, has now been given Ministerial approval. There are, however, capacity issues at Sheriffhall roundabout of relevance to the implementation of the Structure Plan strategy. This is the subject of a TRNMD study which is nearing completion.
- 4.8 In response to the Government's "The Future of Aviation Transport" which supports the expansion of Edinburgh Airport, including the relocation of the Royal Highland Showground, BAA Edinburgh have produced a Draft Airport Master Plan. This plan sets out in further detail how the airport will expand over the period to 2030 including future transport links. It is BAA's intention to produce a Finalised Plan by the end of 2005.

Water & Drainage

- 4.9 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 E&LSP.
- 4.10 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.
- 4.11 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.
- 4.12 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.
- 4.13 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, Scottish Water are unable to provide the four councils with sufficient information on capacities and infrastructure thresholds for them 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, SW commissioned consultants in 2003 to review information, taking into account planned development, and it is hoped that the quality of information, coupled with the emerging liaison arrangements, will improve working links and responsiveness to the demands of serving development growth. Funding has now been committed and work commenced on a study of the Eastern Interceptor Sewer, potentially a significant constraint to committed and future development in much of Midlothian and parts of both Edinburgh and East Lothian. Until the study is complete there remains uncertainty as to the scale of any potential capacity problem. No funding has been committed for any required improvement works arising from the study conclusions. In the meantime new development is being given SW support, subject to the provision of 'ad hoc' improvements. There is a need for commitment to provision of a strategic solution to this potential drainage capacity issue.

- 4.14 Further investments in water and drainage infrastructure will be essential to allow the development strategy to be implemented, including allocations brought forward through the previous structure plan, and SW must have regard to these requirements in allocating capital funds and in forward planning.
- 4.15 As a consequence, 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

- 4.16 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 E&LSP.
- 4.17 The two main funding sources in addition to direct local authority funding are Public-Private Partnerships (PPPs) and developer funding.
- 4.18 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 E&LSP requirements, and there are no guarantees that additional PPPs will be introduced to do so.
- 4.19 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. In some cases there will be a need for degree of cross boundary funding of education specifically with regard to the provision of a new denominational secondary school in West Lothian. This will require developer contributions from development in the Newbridge/Kirkliston/Ratho core development area. This will require close working between education authorities to establish appropriate mechanisms to ensure the satisfactory legal implementation. However, the key principle is that developers must fund new places and schools associated with, and as a direct consequence of, 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

- 4.20 The substantial scales of development proposed through the E&LSP 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.
- 4.21 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.

- 4.22 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.
- 4.23 The responsibility for health care provision in the Lothians falls to NHS Lothian - comprising Lothian NHS Board, University Hospitals Division and Community Health Partnerships – which provides a comprehensive range of primary, community-based and acute hospital services for the populations of Edinburgh, Midlothian, East Lothian and West Lothian.
- 4.24 The Lothians is the fastest growing area in Scotland, so there must be a commensurate distribution of resources to secure adequate health care provision. The most relevant level of provision to the development strategy is at the primary care level, more often for extended or new health centres. The 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 will be identified as part of the local plan process.
- 4.25 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.
- 4.26 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.
- 4.27 The four Councils are at various stages in preparing local housing strategies (LHSs). The City of Edinburgh Council has already adopted both its LHS and supplementary planning guidelines on affordable housing and is including suitable policies in its area local plans, based on percentage targets by ward areas. However, the Council are now reviewing their supplementary guidance in light of recently amended Government policy and advice.
- 4.28 East Lothian Council's Local Housing Strategy was approved in 2003. The Council also approved its affordable housing policy as supplementary guidance to the adopted East Lothian Local Plan 2000 in December 2003, and this policy has been incorporated into the Finalised East Lothian Local Plan 2005.
- 4.29 West Lothian Council's LHS has been approved by Communities Scotland. In association with the LHS, the council has approved an affordable housing policy which operates as supplementary planning guidance. The policy is being incorporated within the finalised local plan.
- 4.30 Midlothian Council has prepared its LHS, and adopted affordable housing policies for its entire area through the adoption of the Midlothian and Shawfair Local Plans. Through the review of these Local Plans consideration is being given to a revised level of affordable housing in line with the recent government guidance. Consultation is taking place as part of the Local Plan Review process.
- 4.31 A Lothian-wide housing needs and market study, commissioned by the four authorities was completed in October 2005. It will inform the further development of

the four authorities' LHS's and planning policies including affordable housing policies and any review of the Structure Plan housing strategy. The study identifies an ongoing shortfall in the supply of social rented housing.

- 4.32 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.
- 4.33 The policies to secure provision should be included in local plans. In their absence, and given that development proposals conforming to the E&LSP may be brought forward in advance of local plan adoption, then the local authorities should alternatively issue supplementary planning guidance.
- 4.34 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 E&LSP.
- 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 years - to 2008), medium term (to 2013), and long-term (to the end of the E&LSP period).
- 5.3 *Schedule 3* provides more details of the essential requirements needed to specifically advance the new proposed development allocations identified in the E&LSP, 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 the Action Plan every two years – commencing two years after approval of the E&LSP by the Scottish Executive, which would link the Action Plan review to other monitoring time-scales referred to in the E&LSP. The purpose of review is 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 clear that for this second AP there are a number of significant problems emerging, in particular difficulties regarding the implementation of a number of transport infrastructure schemes and the provision water and drainage.

