



**HERDMANFLAT
MASTERPLAN**
MEETING OUR CHANGING NEEDS

Appendix 10.9 Policy & Planning Context November 2023

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The Herdmanflat Hospital Masterplan

1. Policy and Planning Context Introduction

The Herdmanflat masterplan has been guided and informed by National, Regional and Local Planning Policies. There has been careful consideration of how the masterplan development will deliver on far reaching strategic objectives regarding affordable housing, climate change, and health and social care , and how the development will address matters that include East Lothians declared climate emergency, its’s ageing population, a projected increase in families and their loved ones living with dementia, and how an alternative housing led approach to delivering care can assist with improving hospital discharge rates whilst supporting East Lothian Health and Social Care Partnerships strong track record in suppressing the number of non allocated care cases (bed blocking).

The Masterplan adopts a “place based” approach, with a particular emphasis on the sustainability and environmental considerations that support better “Liveability”, affordability, and increasing local health and wellbeing outcomes. This has involved a multi-agency approach that has harnessed the skills and knowledge of the housing service, Social Work and the NHS.

The Masterplan has been developed in the context of National Planning Framework 4 (NPF 4) which represents a major shift in how development in Scotland should be considered at a policy level.

The planning and Policy context provided in this section is provided on a top down basis i.e., National Policy flowing down to the individual service strategies that will apply to the redevelopment on a “locality” basis.

The National and local planning framework considered together with existing National and local guidance on health and wellbeing strategies and desired outcomes, have been used to shape the Herdmanflat masterplan, ensuring it delivers on the ambitions set out in the NPF4 framework.

2. National Policy Context

2.1 The National Performance Framework

[The National Performance Framework](#) (NPF) is Scotland's overarching wellbeing framework. As well as setting out the Scottish Government's wider vision for Scotland, it sets out a series of measured outcomes designed to reflect the aspirations and values of people living in Scotland. There are eleven National Outcomes designed to improve how we live in Scotland. The NPF outcomes relevant to the redevelopment aspirations driving the redevelopment of Herdmanflat are highlighted in Orange:

- Grow up loved, safe and respected so that they realise their full potential
- **Live in communities that are inclusive, empowered, resilient and safe**
- Are creative and their vibrant and diverse cultures are expressed and enjoyed widely
- Have a globally competitive, entrepreneurial, inclusive and sustainable economy
- Are well educated, skilled and able to contribute to society
- **Value, enjoy, protect and enhance their environment**
- Have thriving and innovative businesses, with quality jobs and fair work for everyone
- **Are healthy and active**
- **Respect, protect and fulfil human rights and live free from discrimination**
- Are open, connected and make a positive contribution internationally
- **Tackle poverty by sharing opportunities, wealth and power more equally**



The NPF aims to create a more successful Scotland, creating opportunities for everyone to flourish through increased wellbeing and sustainable and inclusive economic growth.

The six National Planning Framework 4 Spatial Strategy Principles link back to these National Performance Framework Outcomes and ultimately The United Nations Sustainable Development Goals.

2.2 Scotland 2045 – Our Fourth National Planning Framework (NPF4)

2.2.1 NPF4 Spatial Principles

[Scotland's Fourth National Planning Framework \(NPF4\)](#) was formally adopted on 13 February 2023 by Scottish Ministers. This replaces NPF3 and Scottish Planning Policy. The NPF4 contains Scotland's long term strategy to 2045. The Planning (Scotland) Act 2019 removed the need for the preparation of Strategic Development Plans meaning all national policy, strategy and guidance, including timescales for delivery of national developments, is now contained within the NPF4.

NPF4 identifies six overarching spatial principles:

- **Just transition** - Empowering people to shape the places they live and ensure the net zero transition is fair.
- **Conserving and recycling assets.** Ensuring a productive use (re-use) of existing buildings, places, infrastructure and services.
- **Local living.** Supporting local living, improving health and wellbeing and easy access to services.
- **Compact urban growth.** Limit urban expansion, optimise the use of land to provide services and resources.
- **Rebalanced development.** We will target development to create opportunities for communities and investment in areas of past decline and manage development sustainably in areas of high demand.
- **Rural revitalisation.** We will encourage sustainable development in rural areas, recognising the need to grow and support urban and rural communities together.

NPF4 is also required by law to contribute to 6 outcomes:

- Meeting the **housing needs** of people living in Scotland including, in particular, the housing needs for older people and disabled people,
- Improving the **health and wellbeing** of people living in Scotland,
- Increasing the **population of rural areas** of Scotland,
- Improving **equality** and eliminating discrimination,
- Meeting any targets relating to the **reduction of emissions** of greenhouse gases, and
- Securing positive effects for **biodiversity**.

By applying these spatial principles, the national spatial strategy supports the planning and delivery of:

- **sustainable places**, where we reduce emissions, restore and better connect biodiversity.
- **liveable places**, where we can all live better, healthier lives; and
- **productive places**, where we have a greener, fairer and more inclusive wellbeing economy

As a redevelopment of a site in excess of 2HA Herdmanflat is defined as a Major Development in terms of the Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009. Herdmanflat should therefore be considered in terms of any relevant National Developments Statement of Need.

The Key National developments that have been considered in the Herdmanflat Masterplan are:

- Urban Sustainable, Blue and Green Surface Water Management Solutions
- Central Scotland Green Network
- National Walking, Cycling and Wheeling Network

2.2.2 NPF4 Spatial Planning Priorities - Central Area Spatial Strategy

Priorities

To deliver sustainable places, Regional Spatial Strategies and Local Development Plans should support net zero energy solutions including extended heat networks and improved energy efficiency, together with urban greening and improved low carbon transport.

Green areas and natural spaces are key assets, sustaining communities that could become better places to live if this can be achieved in a way that is compatible with our wider aims for climate change, nature restoration and 20 minute neighbourhoods.

To deliver liveable places, Regional Spatial Strategies and Local Development Plans should pioneer **low carbon, resilient urban living** by rolling out networks of **20 minute neighbourhoods, future proofing town centres, accelerating urban greening, investing in net zero homes.**

20 minute neighbourhoods

The diversity of the Central Area will require concerted effort to develop networks of places that meet the principles of local living and 20 minute neighbourhoods, and with fair access to a range of services that support sustainable living. Planning should focus on revitalising towns at scale, supporting a finer grained approach to placemaking, and a more intricate mix of land uses and density. This should incorporate networks of natural spaces and blue and green infrastructure, to create health and wellbeing benefits, and increase resilience to climate change.

Active travel networks will need to expand to make walking, wheeling and cycling an attractive, convenient, safe, and sustainable choice for everyday travel.

Improved Energy Efficiency

Improved energy efficiency will be needed, by providing zero emissions heating solutions and more sustainable water management practices for existing settlements and homes. Improving sustainable travel options and reliability will help to reduce transport based emissions associated with our homes.

There is a particular pressure for housing solutions, including provision of affordable homes that meet future needs, in the south east of Scotland.

Reuse of brownfield land

A more liveable Central Belt means that we will need to do more to reuse empty buildings and brownfield land, including vacant and derelict land, particularly spaces which have not been used for decades and can be accessed by sustainable modes. This will reduce further urban sprawl and improve local environments.

***Public-sector led development** can shape future markets and deliver development in places where change is needed the most and can deliver multiple benefits. **Redevelopment should include, but not be limited to, housing development.** By de-risking sites and taking an infrastructure first approach, this land can help to achieve a better distribution of new homes to meet our future needs*

Town centres

Town centres throughout this area will also play a critical role in driving a new economic future.

Better places can do more to support lifelong health and wellbeing by providing warm homes that are connected to services. Access to quality greenspace and nature-based solutions can help to mitigate health inequalities and improve physical and mental health, by providing opportunities for play, socialising, relaxation and physical activity. Developing our communities to promote local living and 20 minute neighbourhoods can help reduce inequalities in health. The frequency of urban car use can be reduced by improving local liveability and improved access to facilities, helping to reduce emissions and air pollution. Access to health and social care facilities will need to be built into our future places and can benefit from continuing investment in digital infrastructure and innovation.

2.3 Housing to 2040

In March 2021, the Scottish Government published its 20 year housing strategy [Housing to 2040](#) with the aim to ensure that

“by 2040, everyone will have a safe, high quality home that is affordable and meets their needs in the place they want to be.”

Housing to 2040 (H2040), continues the More Homes Scotland policy approach first introduced in 2016, and commits to a long term ambition on the completion of the existing 50,000 affordable homes target and a further 110,000 affordable homes over the following ten years up to 2032

Through National Planning Framework 4, **the planning system has shifted to be more directive about the quality of places**, providing guidance on where new development should happen and how those developments can deliver more for existing communities.

H2040 provides strategic objectives to develop vacant and derelict land, repurpose existing properties and to locate homes closer to services and facilities within 20 minute neighbourhoods. There is explicit support and encouragement to deliver homes in town centres and at the heart of communities.

The Herdmanflat masterplan and sensitive approach to redevelopment has been assessed against the policy objectives outlined in H2040, and the location of the site combined with its ability to deliver much needed low carbon housing for older people meets the majority of criteria deemed to be essential in terms of the H2040 objectives.



In parallel to H2040, the Scottish Government supported [Housing Planning Delivery Framework \(HPDF\)](#) reinforces the links between planning and the H2040 delivery requirements that support the provision of the right homes in the right places, creating and sustaining thriving communities. H2040 reinforces how integral housing is to the Scottish Government’s objectives of tackling poverty and inequality, creating and supporting jobs, meeting emergency efficiency and decarbonisation aims as well as delivery of fuel poverty and creating connected, cohesive communities.

2.4 The Place Principle

[The Place Principle](#) was developed by partners in the public and private sectors, the third sector and communities, to help them develop a clear vision for their place. It has been adopted by the Scottish Government and COSLA to encourage better collaboration between communities and developers with the hope it will improve the places where we live. It promotes a shared understanding of place, and the need to take a more collaborative approach to a place’s services and assets to achieve better outcomes for people and communities. The principle encourages and enables local flexibility to respond to issues and circumstances in different places.

The Place Principle supports the [National Performance Framework](#)’s collective purpose for Scotland and is a key consideration under NPF4.

Herdmanflat has been developed with Place in mind and the PAN consultation process was designed around these established Place Principles. The Place Principle was used throughout the consultation to stimulate debate and to draw specific attention to how and why the masterplan has developed in the way it has.



3. Regional Policy Context

3.1 Spatial Strategy for Edinburgh and South East Scotland City Region

The Planning (Scotland) Act 2019 introduced the concept of the Regional Spatial Strategy. These documents are not part of the Development Plan but are to be considered in the development of both the National Planning Framework 4 and Local Development Plans. They are produced by local authorities, either collectively or in partnership with other authorities.

East Lothian has agreed to produce a Regional Spatial Strategy along with the other Lothian authorities, Scottish Borders Council and Fife Council.

An Interim [Regional Spatial Strategy for Edinburgh and South East Scotland Region](#) was produced in 2020 to assist the Scottish Government in the preparation of NPF4.



3.2 South East Scotland Housing Needs and Demands Assessment 3

The [Housing Need and Demand Assessment 3 2021-2040](#) reports the detailed analysis and evidence base around the functionality of the South East Scotland housing system, with the purpose of providing a robust and credible Housing Need and Demand Assessment (HNDA), aligned to legislative requirements and statutory guidance. This is the third HNDA prepared for South East Scotland (HNDA3), supporting the preparation of Local Housing Strategies and Development Plans for six local authorities – The City of Edinburgh, East Lothian, Fife, Midlothian, Scottish Borders and West Lothian

HNDA3 estimated that an additional 476 new homes per annum are required in East Lothian over a 20 year period, 66% affordable and 34% market homes.

The proportion of East Lothian households who are unable to afford a home purchase lies at 60.2% and households who are unable to afford a private let lies at 78.60%. 60.43% of households are deemed suitable for social rent, meaning they currently spend more than 35% of their income on private rent.



East Lothian faces an ageing population alongside its growing population. Social care demand is set to increase, particularly for people aged 75+. The Integrated Joint Board Strategic Plan sets out a preventative approach, promoting independent living and enabling people to make an informed choice. This requires appropriate accessible, adaptable and wheelchair housing to ensure people can live in adequate housing. The HNDA3 highlights that people limited by health conditions are more likely to live in the social sector.

Alongside the general low housing affordability in East Lothian, people with health conditions, rely even more on affordable homes which meet their accessibility requirements.

The 2024-29 LHS will set out a 10% wheelchair accessible housing target for all affordable housing, alongside 60 units of core and cluster housing and 200 units for older people by 2029.

The proposed development at Herdmanflat would therefore generate a great contributions towards East Lothian affordable housing needs and demand for older people.

4. Local Policy Context

4.1 East Lothian Local Development Plan

The Herdmanflat site is not allocated for housing development in the [East Lothian Local Development Plan 2018](#) (ELLDP). However, the site is referred to at para 2.108 of the ELLDP 2018 as: ***“being supported for residential development if the site becomes surplus to NHS requirements during the life of the Plan. “***

NHS Lothian has deemed the site surplus to requirements, and it is now in the ownership of East Lothian Council. The site is an infill development and can be treated as a windfall site. Policy RCA1: Residential Character and Amenity applies to the site:

RCA1: The predominantly residential character and amenity of existing or proposed housing areas will be safeguarded from the adverse impacts of uses other than housing. Development incompatible with the residential character and amenity of an area will not be permitted. Proposals for new development will be assessed against appropriate local plan policies. In the case of infill, backland, and garden ground development, this will include assessment against Policy DP7.

The Masterplan for Herdmanflat has been assessed against the following relevant ELLDP 2018 plan policies:

- Policy DP1: Landscape Character
- Policy DP2: Design
- Policy DP3: Housing Density
- Policy DP4: Major Development Sites
- Policy DP5: Extensions and Alterations to existing Buildings
- Policy DP6: Security (Unlisted Buildings)
- Policy DP7: Infill, Backland and Garden Ground Development
- Policy DP8: Design Standards for New Housing Areas
- Policy DP9: Development Briefs
- Policy HOU1: Established Housing Land
- Policy HOU2: Maintaining adequate 5 year Housing land supply
- Policy HOU3: Affordable Housing Quota
- Policy HOU4: Affordable Housing and Tenure Mix
- Policy HSC1: Health Care sites
- PROP HSC2: Health Care Facilities Proposals
- Policy OS3: Minimum Open Space Standard for New General Needs Housing Development
- Policy OS4: Play Space Provision in General needs Housing Development.

- Policy NH8: Trees and Development
- Policy NH10: Sustainable Drainage Systems
- Policy CH1: Listed Buildings
- Policy DEL1: Infrastructure and Facilities Provision
- Policy T1: Development Location and Accessibility
- Policy T2: General Transport Impact
- PROP T5: Cycle Route Network
- Policy T6: Relocation of Road Space and Pedestrian
- Policy SEH1: Sustainable energy and Heat
- Policy SEH2: Low and Zero Carbon Generating Technologies
- Policy W3: Waste Separation and Collection
- Policy W4: Construction Waste
- Policy NH5: Biodiversity and Geodiversity
- Policy CH1: Listed Buildings

4.1.2 Summary Masterplan Strategic Environmental Assessment

The following site suitability impact assessment has been undertaken by the design team and follows a similar format of review and scoring followed as part of the EL LDP 2018 Strategic Environmental Assessments of sites in the Haddington area.

Red = Does not meet any of the suitability assessment criteria

Amber = meets many of the suitability assessment criteria but not all

Green = meets most of the suitability assessment criteria

Topic	Design Team Assessment	Score
Location	The site is within the Haddington settlement boundary and is within short walking distance of the Town Centre, Council Services, Primary Care facilities and the New Community Hospital.	
Accessibility	The site is within 400m of a bus stop with regular bus services serving wider East Lothian and Edinburgh. There is no train station in Haddington, but the site is within easy walking distance of the town centre, local shops, and local health services.	
Exposure	The site slopes from north to south and is surrounded by an existing mature tree belt which offer good protection from prevailing winds.	
Aspect	The site faces southwards with views across the town centre and the Lammermuir hills.	
Suitability for proposed Housing use	The site is identified in the LDP as being supported for Housing but is not an allocated site. Housing would be compatible with surrounding residential development and its location meets the majority of the requirements/ principles of the “20 minute Neighbourhood”	

<p>Fit with Strategic Policy</p>	<p>The site’s location and ability to meet housing, public transport and re-use of brownfield land/ existing buildings priorities aligns well with the Regional Spatial Strategy for Edinburgh and South East Scotland. (NPF4 Central Spatial Strategy) The site occupies an urban position with good access to local services and the town centre</p>	
<p>Physical Infrastructure Capacity</p>	<p>A drainage impact assessment has been prepared which does indicate an increase in foul water discharge from when the site operated as a hospital, therefore infrastructure will have to be planned accordingly. A traffic impact assessment has been completed to assess the impact of the masterplan which indicates only a very small impact on surrounding roads during peak periods, but well within tolerable limits. Given the nature of the previous hospital use it is anticipated that new housing will provide a lower traffic impact on surrounding roads than when it was a hospital.</p> <p>The sites previous high voltage electricity capacity for the hospital has been reserved for the future development with the site substation being retained. This means that a significant portion of the required capacity to serve the housing development on the site is already in place.</p> <p>The extent of EV Charging and the management of this load will require further discussion due to the communal nature of much of the parking as opposed to the conventional arrangement of the EV being within the curtilage of the housing driveway. Power application to the utility provider will require a separate application for an additional substation</p>	
<p>Service Infrastructure Capacity</p>	<p>The housing proposed is for older people therefore it is not anticipated that there will be any negative impact on the local primary school or high school capacity. The site is close to the new East Lothian Community Hospital, but it is accepted that there may be an impact on local primary care services. This is countered by the work undertaken with ELHSCP which seeks to shift the balance of care from hospital settings to a care at home model (which can only be supported by housing models similar to those proposed at Herdmanflat)</p>	
<p>Deliverability effectiveness</p>	<p>The site is in the ownership of East Lothian Council so there are no ownership constraints. All of the proposed new access points are in the ownership of East Lothian Council. At masterplan stage it is not believed that there are any drainage, transport or utilities capacity issues that would prevent the density of housing proposed being delivered. This will be tested more fully as detailed applications are being developed.</p>	

4.1.3 Herdmanflat - Potential Impact of Development

The following development impact assessment has been undertaken by the design team and follows the same format of review and scoring followed during the EL LDP 2018 Site Strategic Environmental Assessments of sites in the Haddington area.

The scoring methodology is as follows:

- ++ Very Positive impact
- + Positive impact
- O Neutral impact
- Negative impact
- Very Negative impact
- ? Uncertain

Topic	Design Team Assessment	Score
Biodiversity, Flora and Fauna	Herdmanflat is not in an area designated for local or international nature conservation. The ecology report notes the importance of mature trees and hedgerows but notes the prevalence of biodiverse poor grassland. A full tree survey has been completed as part of the masterplan development, and root protection/ construction exclusion zones clearly identified. Bat surveys have confirmed the presence of bats on site and within buildings, with many of these removed to bat boxes erected within the mature woodland as part of advance demolition works. No other notable species such as newts or voles have been identified. Mitigation has been offered as part of the masterplan submission and it is felt the mitigation proposed will offer a net increase in the site's biodiversity	+
Population	<p>East Lothian has one of the fastest growing ageing populations in Scotland and the masterplan proposes a 100% affordable housing mix of tenures to meet the demand for affordable housing for older people. There are currently 2500 people on the council house waiting list of which 650 (26%) are over 65.</p> <p>The highest demand for Amenity Housing in East Lothian is Haddington (Amenity housing - typically provided by social landlords for individuals aged 50+ years, with the property on one level, its own front door and no staff on site. Households can still receive visiting support). Older residents will have good access to public transport, local services and amenities, and the substantially retained woodland and open space on site will provide health and wellbeing benefits for residents and the local community who will be encouraged to use the site more regularly.</p>	++
Health and Wellbeing	Two thirds of the site has been developed previously and is therefore brownfield. Ground Investigations have identified pockets of contamination in the south of the site which can be remediated relatively easily so there are no major constraints. The woodland and existing path network are identified as key	++

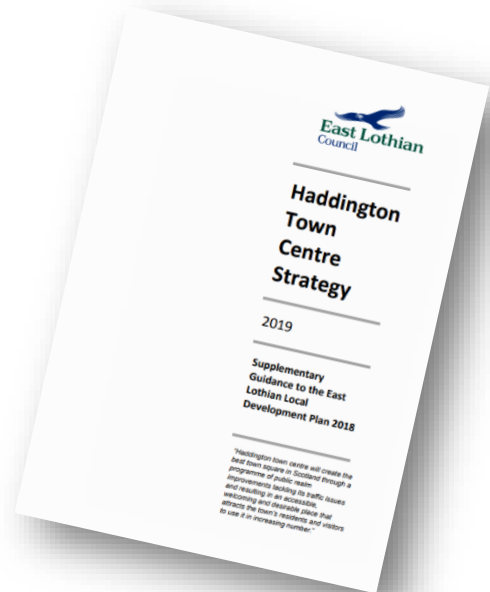
	areas to retain, and the masterplan proposes additional access points and an active travel network that will improve and support health and wellbeing benefits for those living on site and in the surrounding community. The masterplan also advocates the development of a wider dementia friendly landscape strategy.	
Soil	The site is non agricultural in nature and there are not thought to be any adverse impacts on soil. Community growing is being considered and further investigation will be required in terms of soil suitability.	+
Water	There are currently no water features such as rivers or burns on site and a flood impact assessment has indicated that there is limited scope for flooding. A Sustainable Urban Drainage Scheme is being developed which will address the current and future impact of flooding events. The SUDS system will also act to enhance biodiversity from existing levels.	+
Air	There are no existing sources of air pollution nearby and the car parking strategy and proximity to public transport and the town centre will act to mitigate against air pollution from cars. The proposed housing for older people will be unlikely to add to commuter travel, however there may be an increase in traffic intermittently arising from family visits and care providers.	+
Climatic factors	The site is within the urban settlement and in close proximity to the town centre and public transport. The nature of the housing proposed will meet low carbon standards and residents are likely to undertake less car journeys than the commuting public more generally which will positively contribute to limiting carbon emissions. The existing woodland is being retained and will contribute to health and wellbeing and the wider active travel network proposed as part of the masterplan. The south facing aspect of the site will contribute to resource efficiency in terms of passive solar gain and incorporation of solar power. The reuse and conversion of existing buildings will also contribute to national and local net zero targets.	++
Material Assets	The site is predominantly brownfield (The northern hospital buildings and southern zones formerly home to the Hopetoun unit now demolished). The refurbishment and change of use of the hospital buildings to housing will contribute positively in terms of sustainable reuse of materials and to the circular economy. The redevelopment of the hospital therefore prioritises the use of formerly developed brownfield land and aligns with East Lothian Councils Climate Change Strategy.	++
Cultural Heritage	Whilst not in a conservation area the former hospital buildings do consist of a number of B and C listed Buildings and their setting has been appropriately considered within the masterplan. A Heritage statement has been produced which assesses the contribution the site adds to the local	++

	<p>environment and outlines the mitigation steps included in the masterplan proposals which includes retention and reuse, respecting the setting and preserving key views to and from the buildings.</p>	
<p>Landscape</p>	<p>The Site forms part of the broad scale Lowland Farmed Plain – Lothians Landscape Character Type (LCT), as identified by NatureScot in their National Landscape Character Assessment (2019). This LCT encompasses the Haddington Plain and Coastal Plain and is characterised by the predominance of smoothly rolling arable farmland. Haddington is the largest settlement in the LCT. In East Lothian Council’s Supplementary Planning Guidance on Special Landscape Areas (2018) the site is identified as being within the Lowland Plains – Lower Tyne Valley Plain Landscape Character Area (LCA).</p> <p>The design of the Proposed Development will be developed to avoid any widespread and significant effects on landscape and visual amenity. As the Proposed Development is not anticipated to give rise to significant effects, it is not proposed to prepare a full Landscape and Visual Impact Assessment (LVIA).</p> <p>A Landscape and Visual Appraisal (LVA) will be prepared and submitted with the masterplan application. This will focus on identifying the key landscape/townscape and visual issues, the mitigation if required to avoid or reduce them and the resulting importance of the residual effects.</p> <p>The mitigation measures identified as part of the LVA will be incorporated into a CEMP that will be presented to ELC for approval prior to works commencing on the Site.</p>	<p>+</p>

4.2 Haddington Town Centre Strategy – Supplementary Planning Guidance

Forming part of the ELLDP (2018) and promoting the Town Centre First Principle (Policy TC2). The Haddington [Town Centre Strategy](#) notes “*The town centre must continue to be accessible to residents from its housing areas and in line with the emerging Local Transport Strategy, encouragement to do so by means of active travel is required*”

New residents at Herdmanflat will bring spending power and the masterplan encourages easier walking and Active Travel routes to the town centre, further limiting the need to drive (and park) in the town centre. The masterplan considers the proximity of the town centre in terms of its “20 minute neighbourhood” assessment and this is reflected in the design proposals. These include offsite works to provide safer, more accessible routes to the Town Centre which include better signage and dropping kerbs where necessary to allow easier access to the Tesco Car Park via Lydgait Gardens and Princess Mary Road.



4.3 East Lothian Council Plan 2022 – 2027

[East Lothian Council Plan 2022 – 2027](#) (ELCP) addresses the scale of the challenges and issues faced by East Lothian.

The ELCP sets out how the Council will focus its resources on areas of greatest need, investing in ‘prevention and early intervention’ – reducing future demand for services.

The ELCP takes account of, and responds to, systemic long term challenges faced by the council, its communities and citizens which are highlighted as.

- Financial Constraints and Uncertainty
- **Population Growth/ Pressure for Affordable Housing**
- Climate Emergency
- Poverty and Inequality
- **Public Sector Reform / Proposal to create a National Care Service**

Population Growth/ Pressure for Affordable Housing

East Lothian continues to be one of the fastest growing areas in Scotland, with the population projected to grow by about 1% a year over the next 20 years.

The number of people aged 75 years or over will more than double in that time, which will mean a rise in support need for that age group and a likely increase in the need for care services.



The population growth is adding to the demand for housing in East Lothian. A secure, good quality, comfortable and affordable home is the foundation to a balanced life. Despite the delivery of almost 600 affordable housing units in the last four years and the provision of around 2,500 in the Local Development Plan, need and demand pressures from the growing population, mean that there remains a shortage of affordable homes – homes that meet the requirements of an ageing population.

Climate Emergency

The Council has committed to adapt to climate change and make all council services ‘net zero’ as soon as reasonably practicable or in any case by 2045. Progress has been made by the council over recent years and in 2021, despite the challenges of the pandemic, and the rapid growth in population and housing in East Lothian. Moving forward, the council needs to review our progress with reducing our carbon footprint. Embedding climate change mitigation and adaptation across all that the council does will need to be a key part of the Council Plan.

Poverty and Inequality

Reducing inequalities in and across our communities was the overarching objective of the 2017-2022 Council Plan. The council adopted the 2017-2019 Poverty Plan based on the recommendations of the East Lothian Poverty Commission as the basis for actions to tackle poverty in East Lothian. The Council’s Equality Plan 2018-2022 set out its plan to reduce inequality.

4.4 East Lothian Local Outcomes Improvement Plan – 2017 - 2027

[The East Lothian Plan 2017-27](#) (ELP) sets out the actions East Lothian Council wants to prioritise over the Plan period. After extensive consultation it was determined that the focus and main priorities would be:

- Reducing inequalities across East Lothian
- Tackling poverty
- Working to prevent problems - and acting quickly when problems start

The key issues highlighted by East Lothian residents as requiring the biggest improvement include:

- people from different backgrounds getting on well together in their community.
- ***keeping people healthy.***
- ***affordable housing.***
- jobs for local people.



- ***access to shopping and leisure activities: redressing the balance so that we recognise and plan for the needs of people who are less well-off in terms of the ability to travel and access facilities***

Assessed against the priorities outlined in the ELP, The redevelopment of Herdmanflat could provide a meaningful contribution to the delivery of the aspirations set out in the plan given the Masterplans focus on providing more specialist affordable housing, its contribution to assisting people live healthier more active lives, and its location in terms of walkable access to local facilities that include the town centre, hospital, primary care and local community facilities.

4.5 East Lothian Strategic Housing Investment Plan - 2023 - 2028

The [East Lothian Strategic Housing Investment Plan](#) (SHIP) covers a five year period from 2023/24 to 2027/28 and has been prepared in accordance with revised Scottish Government Guidance on Preparing Strategic housing Investment Plans. This SHIP details how affordable housing tenures will be delivered to achieve the outcomes of the Local Housing Strategy (LHS) 2018-2022. The next LHS 2023-2028 is currently under preparation and will inform the future revisions of the SHIP. The SHIP identifies that *“In terms of age, the largest increase in household numbers is projected for those headed by people aged 75 and over. East Lothian is projected to have the third largest increase across Scotland at 86.2% by 2040 compared with a 64.7% increase nationally. By 2040, 45% of households in East Lothian are projected to be headed by a person aged 60 and over”*



These changes have major implications for housing, housing support and specialist provision as the need and demand for homes and infrastructure increases. A range of house types will be required to meet the growing and changing needs of the population.

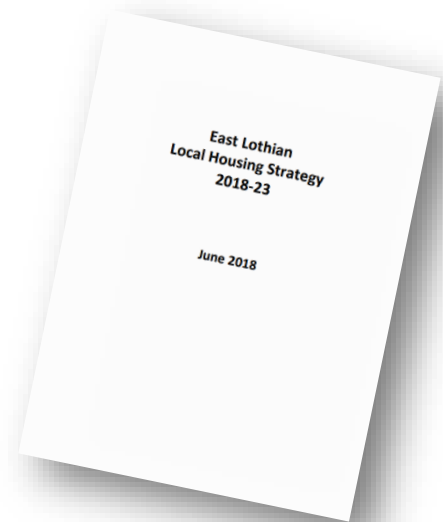
Herdmanflat is referenced in the SHIP as a High Priority site to be delivered in the short to medium term.

4.6 East Lothian Local Housing Strategy - 2018 - 2023

The [East Lothian Local Housing Strategy 2018-23](#) is approaching its end, and East Lothian Council is in the process of producing the next LHS 2023-2028.

As part of the development of the next LHS an Older Persons Needs Assessment was completed. Understanding the need and demand for housing amongst older people is fundamental in order to plan for the housing needs of an aging population. A clear need has emerged to ensure existing and new build homes are adaptable to the changing needs of an ageing population.

In January 2023, there were a total of 662 social housing applicants aged 65+ on the Council's housing list, comprising 17% of all applicants. A total of 81 applicants aged 65+ were on the housing list with an assessed medical need for re-housing. This highlights the pressing need to deliver housing for older people on sites that are within easy access of local services.



The benefits Herdmanflat can offer in terms of its proximity to the town centre, public transport network and the wider Health and wellbeing benefits its landscape can provide in terms of active travel and dementia friendly design have been assessed thoroughly as part of the Masterplan process.

This was evidenced further after an engagement and consultation process during April to September 2022 on "Meeting the Future Housing Needs of Older People" was conducted with key stakeholders and East Lothian residents. The evidence gathered will help to shape the future LHS.

As part of the consultation a survey was designed to understand the key challenges which are faced by older people living within East Lothian with a focus on the future housing needs of older people within the region.

Two key trends that were identified were that (1) the most common income banding of older people was 10-20k, with over 40% of respondent having a household income of less than £20,000, concluding that support needs to be targeted at those who are most vulnerable, particularly those who are older without savings and a low income who are most vulnerable to the cost of living crisis.

And (2) 17% felt that their home was unsuitable for their needs, meaning almost one in five feel that their current accommodation is unsuitable. The report concluded that older respondents were more likely to believe that their accommodation was not suitable as their needs increase as they age and they perhaps require more support, and that preventative measures and early intervention would help to avoid situations such as this.

4.7 East Lothian Integration Joint Board Strategic Plan

The [East Lothian Integration Joint Board Strategic Plan 2022-25](#) (ELIJBSP) sets out the strategic objectives for East Lothian Health and Social Care Partnership (HSCP) over the next three years. The ELIJBSP outlines the HSCP's ongoing commitment to deliver across six key areas:

- Develop sustainable health and social care services
- Focusing on early intervention and prevention
- Increasing access to community-based services
- Shifting the balance of care from hospital to homely settings
- Keeping people safe
- Tackling health inequalities



The ELIJBSP highlights the contribution Housing can play in providing the right type of care and support to enable people to achieve personal outcomes. The strategy outlines the IJB's commitment to work with the Council Housing team to develop housing that supports people's wider needs.

The ELIJBSP's Strategic Needs Assessment (currently being developed) will be tied directly to the Councils Local Housing Strategy with a statement **that "once complete, the Local Housing Strategy will help to inform the ongoing development of alternative housing models to support the delivery of our Learning Disability, Mental Health and Substance Use services"**.

The development of the Herdmanflat masterplan has involved close collaboration between the Council Housing Team and the HSCP, with the HSCP being represented at a Project Governance Level. The plans to develop affordable housing for older people include a desire that all housing is designed to be dementia friendly, which extends to the design of the wider landscape within the grounds of the former hospital.

The Herdmanflat masterplan therefore will directly assist the HSCP in meeting its six key commitments highlighted above.

In February 2023 the [Final Report of the Community Hospitals and Care Homes Change Board](#) was published. To inform the report the HSCP undertook a consultation themed **"Planning for an Ageing Population"** in April 2022. Whilst predominantly focussed on the future of care homes across East Lothian, further evidence emerged through consultation of the need for housing interventions that would support people as they grow old. The lack of suitable housing in a suitable setting for older people was highlighted as a growing concern.

The Herdmanflat masterplan and wider affordable housing objectives regarding the health and wellbeing and future needs of older people are a direct response to many of the housing related concerns raised as part of this consultation, with Herdmanflat project team members directly involved in the consultation.

5. Additional Supporting Policy

5.1 East Lothian Climate Change Strategy – 2020 -2025

In response to the Climate Emergency [East Lothian Climate Change Strategy 2020-2025](#) sets out the Council’s vision to achieve a Net Zero Council and a Carbon Neutral East Lothian. The vision and overall aims are:

“East Lothian Council will take urgent action to make all our Council Services Net Zero as soon as reasonably practicable or in any case by 2045 and will lobby, support and work with government, all relevant agencies, partners and communities to fulfil this commitment.

We will also work with our communities and partners towards making East Lothian a carbon neutral county, enabling the county to deliver its part of wider national and international commitments, and to prepare for the impacts of climate change.”

These strategic aims and objectives, coupled with the Sustainable Place policy requirements set out in National Planning Framework 4, have heavily influenced the thinking behind the development of the Herdmanflat Masterplan, with sustainability principles embedded within the proposals presented in the Design and Access Statement.



5.2 Draft Tree & Woodland Strategy for East Lothian – May 2023

[The Draft Tree and Woodland Strategy for East Lothian](#) is required by the Planning (Scotland) Act 2019. The strategy provides a focus for the next ten years that will assist the Council in its duty to promote sustainable forest management. The strategy recognises the importance of trees and tree groups and woodlands within rural and urban areas.

The Herdmanflat Masterplan has been developed to align with the many policy requirements set out in the Draft Tree and Woodland Strategy. The masterplan recognises the importance of tree retention and seeks to limit tree removal as a key priority. The active travel plan will work to improve access to and through the site and make access to the woodland walks on site easier, particularly for those with a disability.

The masterplans approach to improving biodiversity reflects the Draft Strategy’s **Policy 8 and 9** through an already active tree management and maintenance strategy that will provide for habitat enhancement of key native species and identifying and managing non native species on site.



Whilst Herdmanflat does not meet the criteria to allow it to be classed an urban woodland, the masterplan recognises the benefits of the existing trees and the woodland walks and provides an opportunity for local people to continue to be closer to nature.

5.3 A Fairer Scotland for Older People – April 2019 (Updated 2021)

[A Fairer Scotland for Older People](#) is Scotland’s Framework for tackling inequalities for older people. The Framework sets out the direction of travel that Scottish Government and wider public/ non public agencies should work to address the challenges highlighted in the strategy. The framework encourages interventions which support local reform of health and social care services, encourages older people to keep physically fit, promotes housing for all, people living with dementia (and their carers), tackles social isolation and loneliness, promotes intergenerational activity and tackles fuel poverty through energy efficiency.

The Herdmanflat Masterplan has been developed to closely align and meet the outcomes highlighted as a priority in A Fairer Scotland for Older People.



5.4 Age, Home and Community: Next Phase - 2018

[Age, Home and Community](#) is the Scottish Governments Strategy to create a housing system that works for older people. The strategy recognises that most older people wish to remain independent and live in their own homes for as long as possible which can have significant benefits on wellbeing.

The Strategy promotes the future development of affordable housing to Housing for Varying Needs Standards and underlines the governments intent to provide appropriate housing for those living with dementia.

The Herdmanflat Masterplan has been developed to align with the objectives outlined in Age Home and Community.



5.5 Coming Home Implementation report – Feb 2022

[Coming Home](#) is the Scottish Governments’ strategy to reduce delayed discharge and to provide care closer to home for people with learning disabilities and complex needs.

The Mission statement reads:

“By March 2024 we want and need to see real change with out-of-area residential placements and inappropriate hospital stays greatly reduced, to the point that out-of-area residential placements are only made through individual, or family choices and people are only in hospital for as long as they require assessment and treatment.”



Recommendations for implementation include:

“Establish a greater understanding of the experiences of people with learning disabilities in specially adapted housing provision and understand how to better influence planning for new housing and adaption of existing properties”

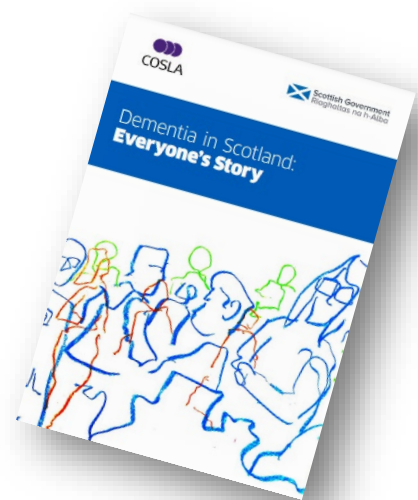
East Lothian Health and Social Care Partnership have asked that the Herdmanflat masterplan accommodate eight residential properties that would be suitable for people with a learning disability or complex needs and would assist in achieving the Coming Home Report requirements. The accommodation will follow a more traditional housing model. These accommodation types have been reflected in the masterplan and will be developed in detail in advance of future detailed planning applications.

5.6 New Dementia Strategy for Scotland – May 2023

The new [Dementia Strategy for Scotland](#) is a 10-year vision for change.

The strategy sets out a positive, shared vision for dementia in Scotland. It makes clear the importance of a shared vision that is owned by all of us working together to deliver a better experience for people living with dementia, their families and carers.

The strategy references the need to address future housing options for people living with dementia and their carers 23 times and reinforces the work to be done to prevent people with dementia having to stay in hospital for longer than they should, and the need to increase the level of care that can be provided in the community, rather than a hospital setting.



The Herdmanflat Masterplan reflects the aspirations highlighted in the Dementia Strategy for Scotland, providing between 140 - 145 affordable homes for older people that will support more independent living. The Masterplan aspirations are to provide all

homes to a dementia friendly standard, and the landscape strategy is also being developed to be dementia friendly.