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West Lothian Council Planning Committee

West Lothian Civic Centre Howden South Road LIVINGSTON EH54 6FF

11 November 2021

A meeting of the **West Lothian Council Planning Committee** of West Lothian Council will be held within the **Council Chambers** on **Thursday 18 November 2021** at **10:00am**.

For Chief Executive

BUSINESS

Public Session

- 1. Apologies for Absence
- Declarations of Interest Members should declare any financial and nonfinancial interests they have in the items of business for consideration at the meeting, identifying the relevant agenda item and the nature of their interest
- 3. Order of Business, including notice of urgent business and declarations of interest in any urgent business
- 4. Consider Draft Minutes of Meeting of West Lothian Council Planning Committee held on Thursday 12 August 2021 (herewith)
- 5. Procedure for Pre-determination Hearings (herewith)

Public Items for Decision

6. Application No.0528/P/21 - Planning permission in principle for residential development with associated works at Brotherton Farm, Brucefield, Livingston (herewith)

NOTE For further information please contact Val Johnston, Tel No.01506 218604 or email val.johnston@westlothian.gov.uk

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CODE OF CONDUCT AND DECLARATIONS OF INTEREST

This form is to help members. It is not a substitute for declaring interests at the meeting.

Members should look at every item and consider if they have an interest. If members have an interest they must consider if they have to declare it. If members declare an interest they must consider if they have to withdraw.

MEETING	DATE
DETAIL ON THE REASON FOR YOUR DECLARATION (e.g. I am Chairperson of the Association)	REMAIN OR WITHDRAW
	DETAIL ON THE REASON FOR YOUR DECLARATION

The objective test is whether a member of the public, with knowledge of the relevant facts, would reasonably regard the interest as so significant that it is likely to prejudice your discussion or decision making in your role as a councillor.

Other key terminology appears on the reverse.

If you require assistance, please ask as early as possible. Contact Julie Whitelaw, Monitoring Officer, 01506 281626, julie.whitelaw@westlothian.gov.uk, James Millar, Governance Manager, 01506 281695, james.millar@westlothian.gov.uk, Carol.johnston@westlothian.gov.uk, Committee Services Team, 01506 281604, 01506 281621 committee.services@westlothian.gov.uk

SUMMARY OF KEY TERMINOLOGY FROM REVISED CODE

The objective test

"...whether a member of the public, with knowledge of the relevant facts, would reasonably regard the interest as so significant that it is likely to prejudice your discussion or decision making in your role as a councillor"

The General Exclusions

- As a council tax payer or rate payer or in relation to the council's public services which are
 offered to the public generally, as a recipient or non-recipient of those services
- In relation to setting the council tax.
- In relation to matters affecting councillors' remuneration, allowances, expenses, support services and pension.
- As a council house tenant, unless the matter is solely or mainly about your own tenancy, or you are in arrears of rent.

Particular Dispensations

- As a member of an outside body, either appointed by the council or later approved by the council
- Specific dispensation granted by Standards Commission
- Applies to positions on certain other public bodies (IJB, SEStran, City Region Deal)
- Allows participation, usually requires declaration but not always
- Does not apply to quasi-judicial or regulatory business

The Specific Exclusions

- As a member of an outside body, either appointed by the council or later approved by the council
- The position must be registered by you
- Not all outside bodies are covered and you should take advice if you are in any doubt.
- Allows participation, always requires declaration
- Does not apply to quasi-judicial or regulatory business

Categories of "other persons" for financial and non-financial interests of other people

- Spouse, a civil partner or a cohabitee
- Close relative, close friend or close associate
- Employer or a partner in a firm
- A body (or subsidiary or parent of a body) in which you are a remunerated member or director
- Someone from whom you have received a registrable gift or registrable hospitality
- Someone from whom you have received registrable election expenses

MINUTE of MEETING of the WEST LOTHIAN COUNCIL PLANNING COMMITTEE held within VIRTUAL MEETING ROOM, on 12 AUGUST 2021.

<u>Present</u> – Councillors Tom Kerr (Chair), Alison Adamson, Stuart Borrowman, William Boyle, Pauline Clark, Tom Conn, David Dodds, Damian Doran-Timson, Bruce Fairbairn, Lawrence Fitzpatrick, Carl John, Charles Kennedy, Maria MacAulay, John McGinty and Kirsteen Sullivan

<u>Apologies</u> – Councillors Diane Calder, Janet Campbell, Harry Cartmill, Robert De Bold, Jim Dickson, Peter Heggie, Sarah King, Andrew McGuire, Andrew Miller, Cathy Muldoon, George Paul, Moira Shemilt and David Tait

<u>Absent</u> – Councillors Frank Anderson, Angela Doran-Timson, Chris Horne and Dom McGuire

1 DECLARATIONS OF INTEREST

Agenda Item 6 - Application No. 0193/FUL/21

Councillor Alison Adamson declared an interest in that she had attended a community council meeting where the application had been discussed; as she had not expressed an opinion on the merits of the application she would participate in the item of business.

Councillor Lawrence Fitzpatrick declared an interest in that he was a council appointed member of West of Scotland Archaeology Services, who were a statutory consultee on the application; he would participate in the item of business.

Councillor Damian Doran-Timson declared an interest in that he was a substitute council appointed member of West of Scotland Archaeology Services, who were a statutory consultee on the application; he would participate in the item of business.

2 MINUTES

- a The committee approved the minutes of its meeting held on 21 November 2018 as a correct record.
- b The committee approved the minutes of its meeting held on 3 March 2021 as a correct record.

3 PROCEDURE FOR PRE-DETERMINATION HEARINGS

The committee noted the procedure that had been circulated with the agenda papers and which would be followed for the pre-determination of the planning application before committee.

4 APPLICATION NO. 0193/FUL/21

The committee considered a report (copies of which had been circulated) by the Head of Planning, Economic Development and Regeneration concerning an application as follows:

Application No.	<u>Proposal</u>	<u>Recommendation</u>
	Erection of 21	To note the terms of
0193/FUL/21	maturation	the
	warehouses totalling	report and the terms of
	41,175sqm, ancillary	representations made
	buildings, drainage,	both at the notification
	roads, landscaping,	stage on the
	bridge across NCR75	application and by
	and gates to control	those, if any,
	vehicular access	appearing at the
	across NCR75 (as	hearing, prior to West
	amended) at Land to	Lothian Council being
	South of Glen Turner	invited to decide the
	Distillery, Starlaw	application.
	Road, Bathgate, EH47	
	7BW	

The committee then heard Mr Damian Burn, attending on behalf of Seafield Community Council and as an individual, Mr Stephen Egan on behalf of Eliburn Community Council, Mr Edward Gordon and Mr Martin Matthews, speak in support of their objections to the proposal. The committee also noted that whilst Mrs Mairi Morrison had asked to address committee, she was not in attendance at the meeting.

The committee then heard from Mr Ian McLaren, the applicant, and Mr Ben McDiarmid, the applicant's agent, who spoke in support of the application. It was also noted that Mrs Debbie Harper, Mrs Fiona Crawford and Mr Craig Latto, on behalf of the applicant, were available to answer questions.

Decision

Having concluded the pre-determination of the application agrees to refer the planning application to a meeting of West Lothian Council (Planning) for determination.



WEST LOTHIAN COUNCIL PLANNING COMMITTEE

PROCEDURE NOTE

- 1. The officers' report and other relevant documents shall be circulated to members with the agenda for the meeting at least four clear days before the meeting and made available on the internet in the usual way on the following day.
- 2. Copies of the reports will be e-mailed to each applicant on that day and to other parties where email addresses are known.
- 3. Applicants and objectors will have been contacted in advance to advise them of the meeting, and to invite them to speak and to give notice of that intention. Noon two days prior to the meeting is the deadline for that.
- 4. No documents other than those circulated to members with the agenda shall be permitted to be placed before the committee except with the permission of the Chair through a ruling under Standing Orders.
- 5. Officers shall present their reports, according to the Order of Business on the agenda, unless the Chair adjusts the running order.
- 6. The Chair may also invite council officers from services other than Development Management to address the committee as appropriate.
- 7. After the officer has presented a report, parties who have made representations against that application and who have on time expressed a wish to take part in the hearing shall address the committee. They shall be restricted to five minutes for each objector or such other period as the Chair may allow in exceptional circumstances. The Chair may request that objectors with a common interest agree to appoint a spokesperson to speak on their behalf. The Chair may also take steps to avoid undue repetition.
- 8. Applicants who have expressed a wish to take part in the hearing shall then address the committee. They shall be restricted to five minutes for each applicant (not per agent or representative) or such other period as the Chair may allow in exceptional circumstances.
- 9. Parties who have made representations in favour of the application and who have expressed a wish to take part in the hearing shall address the committee. They shall be restricted to five minutes each (and not per agent or representative) or such other period as the Chair may allow in exceptional circumstances. The Chair may request that supporters with a common interest agree to appoint a spokesperson to speak on their behalf. The Chair may also take steps to avoid undue repetition.
- 10. After each party has addressed the committee, members of the committee will then, through the Chair, be able to question to them and to any council officers present. The parties shall not be permitted to ask questions.
- 11. Council officers may be offered the opportunity to respond to points made during presentations or questioning.
- 12. Members may then, through the Chair, comment on that application. Any views expressed by members will be considered to be provisional views, pending the completion of a hearing on each case, unless the member concerned indicates to the contrary. Parties who have addressed the committee shall not be permitted to take part in that discussion and debate.

- 13. After each case, or after hearing all cases, at the discretion of the Chair, the committee shall adjourn its proceedings and a meeting of full council shall be immediately convened for the purposes of making a decision on the application or applications.
- 14. There shall be no presentation of a report to the meeting of full council and no hearing or questioning of officers shall take place there. Parties who have taken part in the meeting of the Planning Committee shall not be entitled to take part.
- 15. Members shall be invited to move motions and amendments and to participate in a debate on any such motions and amendments, and then to make a decision on the applications, through a vote of necessary. Those decisions shall be the council's determination of the applications for planning permission.
- 16. Following disposal of that item of business the Chair shall adjourn the meeting. If there remains business for the Planning Committee then that meeting shall be reconvened.
- 17. Should the business of the committee and full council not be concluded on the day then the meeting will require to be adjourned to a future date to be determined by the Clerk in consultation with the Chair.

Notes

- a. Legislation requires major planning applications which are significantly contrary to the Development Plan to have a hearing before a committee of the council, and a decision made at a meeting of full council.
- b. The West Lothian Planning Committee is the body chosen by the council to provide those predetermination hearings.
- c. The procedures to be followed in such hearings are not set down in legislation but planning authorities have a wide discretion to apply their own procedures. The council decided that the procedures to be followed should be set by the council's Chief Solicitor in consultation with the Chair of the committee.
- d. These procedures have been set with regard to the nature and extent of the business to be done by the committee, the requirement to provide a fair hearing appropriate to the circumstances of the case(s) and to be fair and even-handed in the way in which all parties are dealt with.

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WEST LOTHIAN PLANNING COMMITTEE

Report by Head of Planning, Economic Development & Regeneration

1 DESCRIPTION AND LOCATION

1.1 Planning permission in principle for residential development with associated works at Brotherton Farm, Brucefield, Livingston.

2 DETAILS

Reference no.	0528/P/21	Owner of site	Mr & Mrs C&J Pittendrigh
Applicant	Taylor Wimpey UK Ltd	Ward & local members	Livingston South Cllr Lawrence Fitzpatrick Cllr Peter Heggie Cllr Maria MacAulay Cllr Moira Shemilt
Case officer	Mahlon Fautua	Contact details	01506 282426 mahlon.fautua@westlothian.gov.uk

Reason for referral to West Lothian Planning Committee:

- 2.1 The proposal is classified as a major development that has been deemed by the council's Head of Planning, Economic Development & Regeneration to be significantly contrary to the development plan.
- 2.2 There is a requirement under the Town and Country Planning (Scotland) Act 1997, as amended, that in determining such proposals the applicant and those persons who have made representations on the application may appear before, and be heard by, a committee of the council.
- 2.3 A subsequent report will be presented to West Lothian Council in order that a decision on the application can be made.

3 RECOMMENDATION

3.1 It is recommended that West Lothian Planning Committee notes the contents of this report and the terms of representations made both at the notification stage on the application and by those, if any, appearing at the hearing, prior to West Lothian Council being invited to make a decision on the application.

4 DESCRIPTION OF THE PROPOSAL AND PLANNING HISTORY

- 4.1 This is an application for planning permission in principle for residential development and associated works on a 15.7 hectare site at Brotherton farm, Livingston. The application site is on the north side of the A71 approximately 300 metres west from the Wilderness Roundabout. The site sits between Brotherton Farm to the east and Harwood Water to the west. To the north of the site is open countryside.
- 4.2 The site is undulating but generally flat and is typical of countryside fields. There is a line of mature trees cutting the site towards the southern part of the site. The application is accompanied by an indicative masterplan which shows a new access proposed on the A71. The site is located within the Livingston Countryside Belt, as designated in the adopted West Lothian Local Development Plan, 2018.
- 4.3 Residential developments to the south of A71 opposite the site and to the east of the site adjacent to Brotherton farm are in progressed stages of construction
- 4.4 The application is also accompanied by:
 - (a) Planning statement
 - (b) Pre-application consultation report
 - (c) Design and access statement
 - (d) Acoustics report
 - (e) Landscape and visual impact assessment
 - (f) Geotechnical report
 - (g) Flooding risk/drainage assessment
 - (h) Ecology appraisal
 - (i) Tree report
 - (i) Transport assessment

History

- 4.5 0317/EIA/21 EIA screening opinion for a 15.7 Ha residential development with associated works. Environmental Assessment not required 7th May 2021
- 4.6 0225/PAC/20 Proposal of application notice for residential development and associated infrastructure

EIA Development

- 4.7 The scale and nature of this residential development is such that it falls within the description of development set out in Class 10(b) of Schedule 2 of the Environmental Impact Assessment (Scotland) Regulations 2017 (EIA regulations).
- 4.8 In this instance, the applicant submitted a screening opinion request to the planning authority on 24 March 2021 and taking into account all the considerations set out in the submission, in particular the assessment against Schedule 3, the planning authority

considered that the proposed development is not likely to have significant effects on the environment due to its characteristics, location and characteristics of potential impacts. Therefore, the proposed development does not require to be subject to Environmental Impact Assessment.

5 REPRESENTATIONS

- 5.1 A total of 7 representations have been received, all of them objections including an objection from Bellsquarry & Adambrae Community Council.
- 5.2 The representations are summarised below and are attached to this report.

Comments	Response
The proposal does not accord with	Agreed. The local development plan does not allocate
the local plan.	the site for housing and shows the site as being within
	the countryside.
Already new builds in area.	Noted.
There is inadequate education	Developer contributions would need to be sought to
provision to accommodate the	provide the required education infrastructure if
development.	permission were forthcoming.
Impact on the heath facilities.	Noted. However, this is not an infrastructural constraint
	that can be remedied by planning policy at this time.
Loss of green space/countryside belt	Agreed. The local development plan does not allocate
	the site for housing and shows the site as within the
	Livingston Countryside Belt.
Impact of road safety/road	The council's Roads & Transportation section has no
infrastructure	objection to the proposal, subject to mitigation
	measures.

6 CONSULTATIONS

6.1 The consultations are summarised below. The full consultations are contained in the application file.

Consultee	Objection	Comments	Planning Response
WLC Roads & Transportation	No	Permission should be subject to conditions in relation to:	Noted. A planning condition and/or planning obligation would secure these requirements if permission were granted. Some details would require to be submitted at the subsequent detailed planning stage.

Consultee	Objection	Comments	Planning Response
WLC Flood Risk Management	No	The Flood Risk Assessment and Drainage Assessment submitted with the application are accepted.	Noted. A planning condition would require development to comply with these assessments if permission were granted. The applicant has submitted further clarification on the level
W// 0	N.	T	of treatment in dealing with road traffic volumes.
WLC Contaminated Land Officer	No	The submitted phase 1 site investigation is satisfactory subject to clarification on some minor points.	Noted. A planning condition would secure the recommended intrusive reports to be submitted and approved at the subsequent detailed planning stage.
WLC Education Planning	Yes	The development is a windfall site as it is not allocated for housing. While there is no objection on school capacity grounds, the site is not in a sustainable location because it is located more than 1.5 miles from any non-denominational	The objection in terms of distances to primary schools is noted and agreed. A planning obligation would secure the contribution
		primary school. The site is currently split across 2 non-denominational primary school catchments but is more than 1.5 miles from Parkhead Primary School and more than 2 miles from Bankton Primary school.	requirements if permission were granted.
WLC Environmental Health	No	The submitted acoustic reports are generally competent.	Noted. Updated acoustic reports would require to accompany any detailed layouts at any subsequent planning stage.
West of Scotland Archaeology Service	No	A programme of archaeological works is required.	Noted. A planning condition would secure this.

Consultee	Objection	Comments	Planning Response
SEPA	No	Request a planning condition to secure the following changes:	Noted. A planning condition would secure this.
		There should be no built development over the possible location of the culvert, between the southern site boundary and the watercourse within the site as currently shown by the masterplan.	
HSE App	No	Based on the revised illustrative masterplan, HSE does not advise, on safety grounds, against the granting of planning permission in this case.	Noted. The applicant reduced the proposed housing areas on the illustrative masterplan based on an initial advisory against residential development.

7 PLANNING POLICY ASSESSMENT

- 7.1 Section 25 of the Town and Country Planning (Scotland) Act 1997 requires planning applications to be determined in accordance with the development plan, unless material considerations indicate otherwise.
- 7.2 The development plan comprises of the Strategic Development Plan for Edinburgh and South East Scotland (SESplan) and the West Lothian Local Development Plan (LDP).
- 7.3 Relevant development plan policies are listed below.

Policy	Policy Summary	Assessment	Conform
SESplan - Policy	This policy states that local	The site lies within the West	Yes
1A	development plans (LDP) will	Lothian SDA and is not	
The spatial	direct further strategic	identified as an area of	
strategy:	development to strategic	restraint.	
development	development areas (SDA). It		
locations	lists West Lothian as a strategic		
	development area.		

SESplan Policy 1B The spatial strategy: development principles	This policy states that LDP will ensure that there are no significant adverse impacts on the integrity of international, national and local designations; on the integrity of international and national built or cultural heritage; have regard to the need to improve the quality of life in local communities; contribute to the response to climate change and have regard to the need for high quality design, energy efficiency and the use of sustainable building materials.	The site forms part of the locally designated countryside belt. This countryside designation aims to maintain the separate identity and prevent the coalescence of Polbeth and Livingston.	No
SESplan Policy 5 Housing land	This policy states that for the period from 2009 up to 2024, there is a requirement for sufficient housing land to be allocated so as to enable 107,545 houses to be built across the SESplan area, including on land which is currently committed for housing development.	Since the proposal is not allocated in the LDP and does not benefit from planning permission, the site is not considered as being necessary to meet the West Lothian housing land supply target. The council's position is that the LDP allocates sufficient land to meet SESplan targets.	No

SESPlan Policy 6	This policy states that each	The council's position is that	No
Housing land	planning authority in the	it has an effective five year	110
flexibility	SESplan area shall maintain a	housing land supply,	
	five year effective housing land	therefore this policy does	
	supply at all times. The scale of	not trigger. In the event	
	this supply shall derive from the	where a shortfall in the	
	housing requirements for each	effective five year housing	
	LDP area identified through the	land supply had been	
	supplementary guidance	identified, it would then fall	
	provided for by Policy 5. For this	to bring forward sites which	
	purpose planning authorities	are allocated or phased for	
	may grant planning permission	a later period of the	
	for the earlier development of	WLLDP. The site is not	
	sites which are allocated or	allocated for housing for	
	phased for a later period in LDP.	any time period, therefore	
		the development of this site	
		would not be supported	
		even in the event of a five	
		year effective housing land	
		supply not been maintained.	
SESPlan Policy 7	This policy states that sites for	The council's position is that	No
	greenfield housing development	a five year effective housing	
Maintaining a five	proposals either within or	supply is being maintained	
year housing	outwith the identified SDA may	and therefore it is not	
land supply	be allocated in the LDP or	necessary to consider this	
	granted planning permission to	policy.	
	maintain a five years' effective		
	housing land supply, subject to	Irrespective of this, the	
	satisfying certain criteria.	proposal is contrary to	
		criteria (a) as the	
		development will not be in	
		keeping with the character	
		of the settlement and local	
		area.	

SESplan	Policy 8 Transportation This policy states that local planning authorities will support sustainable travel and that LDP will ensure, amongst other objectives, that development likely to generate significant travel demand is directed to locations that support travel by public transport, foot and cycle; ensure that new development minimises the generation of additional car traffic, relate density and type of development to public transport accessibility; ensure that the design and layout of new development demonstrably promotes non-car modes of travel; and consider the merits of protecting existing and potential traffic-free cycle and walking routes.	The site has relatively low accessibility to services and community infrastructure and its development would contribute to the generation of additional car use, rather than minimise such modes of transport.	No
SESplan Policy 9 Infrastructure	This policy states that LDP will provide policy guidance that will require sufficient infrastructure to be available, or its provision to be committed, before development can proceed.	There is or will be infrastructure to serve the development. Developer contributions will be sought in accordance with council policy to meet any deficiencies.	Yes

SESPlan Policy 13 Other countryside designations	This policy states that LDP should review and justify additions or deletions to other countryside designations fulfilling a similar function to those of the green belt as appropriate.	A review of countryside belts has been undertaken and no issues were raised or challenges received in regards to the continuation of the countryside belt designation. The site is with the countryside belt, specifically designated to control urban development where there are development pressures that are likely to cause the unwanted merger of two settlements i.e. Polbeth and Livingston. It is concluded that development of the nature proposed at this location would constitute an unjustified environmental intrusion into the countryside belt.	No
LDP - DES 1 Design principles	Development proposals should have no significant adverse impacts on the local community and where appropriate, should include measures to enhance the environment and be high quality in their design.	As a greenfield site, the proposal would result in the loss of countryside land. Furthermore, whilst countryside belts are not necessarily idyllic countryside, they offer a definable edge to urban development and avoid suburbanisation of the countryside and sporadic development which can harm the setting of settlements and their identifiable characteristics.	No
LDP - HOU 1 Allocated Housing Sites	This policy states that residential development on sites allocated for housing is supported in principle.	The site is not allocated for housing	No

LDP – HOU2 Maintaining an Effective Housing Land Supply	The council is required to maintain a minimum of a 5 year effective housing land supply at all times throughout the lifetime of the plan. Where additional sites are needed to maintain a 5 year effective housing land supply, greenfield sites will be supported subject to the certain criteria.	In summary, the council is maintaining a 5 year effective land supply. This is further assessed below.	No
LDP – HOU 4 Affordable Housing	This policy requires developers to make provision for affordable housing and identifies general principles.	The proposal will include affordable housing to meet policy requirements.	Yes, subject to the relevant planning obligations being secured.
LDP – INF 1 Infrastructure Provision and Developer Obligations	The council will seek developer obligations in accordance with Scottish Government guidance to mitigate the development's individual or cumulative impacts upon infrastructure, including cross-boundary impacts. Any such obligations will be concluded prior to the issue of planning permission.	The proposal does not raise any infrastructure capacity concerns. Nonetheless, developer contributions would be necessary to be secured for each unit in line with LDP policy should permission be granted.	Yes, subject to the relevant planning obligations being secured.
LDP – TRAN 1 Transport Infrastructure	Development will only be permitted where transport impacts are acceptable.	WLC Roads & Transportation has not objected to the principle of residential development and the expected capacity.	Yes, subject to conditions
LDP – ENV 2 Housing Development in the Countryside	Housing development in the countryside will only be permitted subject to certain criteria.	The proposed development does not meet any policy exemptions	No
LDP – ENV 7 Countryside Belts and Settlement Setting	Housing development in the countryside belts will only be permitted subject to certain criteria.	The proposed development does not meet any policy exemptions. This is further assessed below.	No

LDP – ENV 20 Species Protection and Enhancement	Development that would affect a species protected by European or UK law will not be permitted subject to certain criteria	The application is supported by a preliminary ecology appraisal that is accepted.	Yes, subject to conditions that the detailed design complies with this report.
LDP – ENV 34 Art and Development	Developers of major residential sites will be required to fund or contribute to the cost of works of art appropriate to the setting and scale of their surrounding area.	Developer contributions would be necessary to be secured	Yes, subject to the relevant planning obligations being secured.
LDP – NRG 1 Climate Change and Sustainability	The reduction of greenhouse gas emissions through a wide range of measures designed to mitigate and adapt to climate change in particular directing new developments to locations accessible by a choice of modes of transport.	In summary, the site is such that it is in an area that has relatively low accessibility to services and community infrastructure. A development of the size proposed at this location will not contribute to sustainable travel.	No
LDP – NRG 1a Low and Zero Carbon Generating Technology	At least 10% of the current carbon emission reduction set by Scottish Building Standards will be met through the installation and operation of low and zero-carbon generating technologies.	To be assessed at any subsequent planning stage.	Yes, subject to condition
LDP – EMG 2 Flooding	When considering proposals for development, the council will adopt a precautionary approach to the flood risk from all sources.	A Flood Risk Assessment has been submitted with the application and is accepted.	Yes, subject to conditions
LDP – EMG 3 Sustainable Drainage	Developers may be required to submit a Drainage Impact Assessment (DIA) to ensure that surface water flows are properly taken into account in the design of a development.	A drainage assessment has been submitted with the application and is accepted.	Yes, subject to conditions
LDP - EMG 4 Air Quality	This policy requires air quality assessments where considered	WLC Environmental Health raise no objection on the	Yes, subject to

	necessary.	basis of air quality.	conditions
LDP - EMG 5 Noise	There is a presumption against developments that are likely to generate significant amounts of noise being located close to noise sensitive developments	The submitted acoustic reports are generally competent. Updated acoustic reports would require to accompany any detailed layouts at any subsequent planning stage.	Yes, subject to conditions
LDP - EMG 6 Vacant, Derelict and Contaminated Land	Where it is suspected by the council that a development site may be contaminated, the developer will be required to undertake a site investigation.	A site investigation has been submitted with the application which recommends further intrusive works. A planning condition would secure the recommended intrusive reports to be submitted and approved at any subsequent planning stage.	Yes, subject to conditions

7.1 Other planning policy documents of relevance are

- Scottish Planning Policy 2014 (SPP)
- Creating Places
- Designing Streets
- Planning Advice Notes (PAN):
 - PAN 33 Development of Contaminated Land
 - PAN 60 Planning for Natural Heritage
 - PAN 61 Planning and Sustainable Urban Drainage Systems
 - PAN 65 Planning and Open Space
 - PAN 75 Planning for Transport
 - PAN 77 Designing Safer Places
 - PAN 78 Inclusive Design
 - PAN 79 Water and Drainage
 - PAN 83 Masterplanning
 - PAN 2/2010 Affordable Housing and Housing Land Audits
 - PAN 2/2011 Planning and Archaeology
 - PAN 1/2020 Assessing the extent of the 5 year supply of effective housing land

7.2 Statutory Supplementary Guidance

Planning and Noise Development in the Countryside Residential Development Guide Flooding and Drainage
Affordable Housing
Planning and Education
Developer Contributions Towards Public Art
Developer Obligations for General Infrastructure Site Delivery

7.3 Non Statutory Planning Guidance

West Lothian Active Travel Plan 2016-21 "Making Active Connections" Health Impact Assessment Air Quality
Planning for Nature

7 ASSESSMENT

7.3 The determining issues for consideration in relation to this application are set out below:

Principle of Development - Housing in the Countryside/Countryside Belts

- 7.4 The adopted LDP identifies the site as within the countryside and also within the Livingston Countryside Belt. The site is not allocated for housing. The proposal does not satisfy the criteria set out in LDP policy ENV 2 (Housing Development in the Countryside).
- 7.5 LDP policy ENV 7 (Countryside Belts and Settlement Setting) states that Within designated Countryside Belts, development will not be permitted unless it can be demonstrated that the proposal satisfies following criteria:
 - a. a proposal is environmentally acceptable and the criteria set out in the policies ENV
 1 ENV 6 of the Local Development Plan can be met;
 - b. the proposal will not undermine any of the strategic purposes as set out above;
 - c. the proposal will not give rise to visual or physical coalescence between settlements, sporadic development, or the expansion of existing clusters of houses (existing groups of houses in the countryside but not within a town or a village) by more than 20% of the number of houses within that group; and
 - d. there is a specific locational need which cannot be met elsewhere and need for incursion into Countryside Belt can be demonstrated.
- 7.6 The proposal does not satisfy the above criterion a, as it cannot meet the criteria for LDP policy ENV 2.
- 7.7 In planning appeal PPA-400-2057, (the land adjacent to application site) the Reporter agreed with the council that the development would lead to the coalescence of the settlements of Livingston and Polbeth and was a cause for concern. It was however assessed that based on the indicative masterplan for the development of the site submitted with the application, distances from the nearest houses would be over 500 metres. However, with the current planning application, the distances between Polbeth and the nearest proposed houses could be reduced to circa 100m.

- 7.8 The applicant considers that given the influences of the recent developments surrounding the site, this has eroded the contributions the site makes to the landscape setting of the surrounding settlements and ultimately its contribution to the Countryside Belt is limited.
- 7.9 However, the contrary is actually the case as the application site's importance as a countryside belt has been heightened by the development of the adjacent site. The development of the application site will lead to actual coalescence, rather increased potential for coalescence, as it is the only remaining stretch of open countryside that distinguishes the settlements of Livingston and Polbeth.
- 7.10 The proposal therefore undermines the strategic purposes of LDP policy ENV 7 of maintaining the separate identity and visual separation of settlements and protecting the landscape setting of settlements. The proposal will give rise to visual or physical coalescence between settlements. No specific locational need which cannot be met elsewhere (such as existing allocated land) and need for incursion into Countryside Belt has been demonstrated.

The Housing Land Supply

7.11 The applicant argues that SDP Policy 7 and LDP Policy HOU 2 are engaged due to a shortfall in meeting Housing Land Requirement figures set out in SESplan 1, SG and replicated in LDP.

Council Position on 5 Year Supply of Effective Housing Land

- 7.12 In July 2021 and since the application was submitted in May 2021, the council acknowledges that changes to SPP and Planning Advice Note 1/2020 (PAN 1/2020) were quashed by the Court of Session. The applicant has submitted a further addendum to their planning statement based on this decision.
- 7.13 Dismissal of PAN 1/2020 regrettably perpetuates the uncertainty about the methodology to adopt when calculating the 5-year effective housing land supply and is therefore not helpful. Nevertheless, it remains the case that there is no definitive methodology for calculating the 5-year effective housing land supply and, in these circumstances, it is for the council as decision maker to decide on the appropriate means, having regard to the merits or otherwise of the methodologies before it. It is the council's position that the intentions of the Scottish Ministers with respect to the calculation of the 5-year effective housing land supply should carry very significant weight in this assessment. The recent litigation does not have the effect of precluding the use the average methodology promoted in the PAN 1/2020.
- 7.14 In any event, the council can demonstrate that it has consistently employed the average method for calculating the housing land supply, long before PAN 1/2020 came into being. The council's agreed position is not predicated on Scottish Planning Policy (SPP) 2020 and PAN 1/2020. At the same, time it remains satisfied that the average methodology provides the correct way of enumerating housing land supply in West Lothian at this time.

- 7.15 The council therefore continues to argue that the averaged (annualised) method is should be adopted for assessing the adequacy of the housing land supply in West Lothian and is relied upon as the basis for determining this application.
- 7.16 The Council put forward two calculations to demonstrate a five-year effective housing land supply is being maintained. The first element is that for years 1 4 the Housing Land Requirement is based on SDP 1 and for year 5 either (a) SDP1 figures are rolled forward or (b) utilise SDP2 housing land requirement figures that have been derived from SESplan Housing Need and Demand Assessment 2 (HNDA2).
- 7.17 The calculations are as follows:

Table 1: Rolling forward SDP1 housing land requirement to Year 5 (based on plan period 2009 – 2024)

Α	Development Plan Requirement 2009 – 2024	19,811
В	Annual Requirement (19,811/ 15)	1,321
С	Identified Five Year Supply Audit 2020 (Undisputed):	8,363
D	Five year Housing Land Requirement (B x 5)	6,605
Е	No. of Years Supply	6.33 years

Table 2: Using the Housing Supply Target from the SDP2 Report of recommendations for Year 5 (based on plan period 2009 – 2024)

Α	Development Plan Requirement 2009 – 2024	19,811
В	Annual Requirement	1,321
С	Estimated Housing Land Requirement for Year 2025 (Housing Supply Target 2025 from SDP2 Report of Examination recommendations + 10% generosity allowance)	575
D	Requirement 2020 – 2025 (B x4)+C	5,859
Е	Annual Requirement (D/5)	1,172
F	Identified supply (HLA 2020 Disputed and Undisputed)	8,363
G	No. of years supply	7.14 years

7.18 In both scenarios the maintenance of a five-year housing land supply can be demonstrated.

HNDA2 / SDP2 Report of Examination.

7.19 HNDA2 was originally commissioned to inform the preparation of SDP2, and while SDP2 did not in the end achieve adopted status, it is for the time being the most up to date,

- certifiable and reliable assessment of housing need and demand available to decision makers at this time.
- 7.20 Perhaps the most significant and relevant characteristic of HNDA2 is that it identifies a reduced need and demand for housing across the whole of the SESplan area and which includes West Lothian. It evaluates the housing requirements to be around 40% lower (on a like for like bases) than the figures set out in HNDA1 and also identifies that up to 50% of demand will be for rented rather than owner occupied houses, significantly higher than the ratio identified in HNDA1.
- 7.21 HNDA 2 was certified by Scottish Government as being robust and credible in March 2015.
- 7.22 The SDP2 Report of examination (July 2018) found;
 - The SDP 2013 housing targets were based on an earlier HNDA that no longer provides the most up to date and reliable picture of housing need and demand;
 - In ascertaining whether a housing shortfall has accrued the appropriate comparison would be between what was estimated to be required between 2012 and the present day in HNDA2 and what has actually been delivered over that period.
- 7.23 In two planning appeals PPA-230-2294 and PPA-230-2295 the Reporter found the City of Edinburgh Council could demonstrate a 6.5 year effective housing land supply when assessed against SDP1's housing land target and a 5.8 year effective land supply when assessed against SDP1's housing land requirement. However, the Reporter recognised the inherent limitations in assessing the adequacy of the effective housing land supply in the absence of an up-to-date housing supply target or housing land requirement.
- 7.24 On the basis of the evidence presented, (which included HNDA2 and the SDP2 Report of examination) the Reporter agreed with the appellant that it was more likely than not that, had there been an up-to date housing supply target and housing land requirement, this would require a greater number of homes than set by the SDP (and repeated by the LDP). In the Reporter's view it was therefore likely that based on the current effective housing land supply, this would fall short of the required five year minimum.
- 7.25 The position for Edinburgh is that HNDA2 and the SDP2 Report of examination suggest much greater housing need and demand than that represented in HNDA1 and SDP1. The position in West Lothian is quite the opposite with HNDA2 and SDP2 Report of examination identifying a much smaller need and demand than was identified in HNDA1 and SDP1.
- 7.26 Housing Land Audit '20 demonstrates that there is total effective housing land supply of 21,499, this is more than sufficient unconstrained housing land to meet the housing land requirement and that the five-year completions programme is above target.
- 7.27 In conclusion, the council can demonstrate a five-year effective housing land supply. The most up to date evidence of housing need and demand is HNDA2, this demonstrates a

much lower level of housing demand and need than HNDA1 / SDP1 figures, which it is argued are now out of date.

Sustainable Development

- 7.28 A housing development intended to meet a demonstrable shortfall is not necessarily sustainable development per se and must be rigorously tested against all thirteen principles in SPP.
- 7.29 The aim of the SPP as detailed in paragraph 28 is "to achieve the right development in the right place, it is not to allow development at any cost." The SPP also quantifies the assessment of sustainable development including;
 - Giving due weight to economic benefit.

The applicant has submitted in support of their application an assessment of the economic benefits of the proposal.

However, it is considered that any economic benefits achieved would be no different from any other housing project of a similar size. The net benefits would depend on the degree to which the construction of houses on the application site would displace that on existing allocated sites.

 Responding to economic issues, challenges and opportunities, as outlined in local economic strategies.

Further to the above point, a recent appeal decision PPA-210-2085 at Goshen Farm, East Lothian, the reporter found;

'In terms of responding to economic issues, challenges and opportunities, the development would create some generic benefits but, in the absence of evidence of a housing land shortfall in East Lothian, there is no reason to believe that these would be different from the benefits generated by development of allocated sites'.

These findings are relevant and are applicable to this application.

• Supporting good design and the six principles of successful places.

It is accepted the application is for planning permission in principle application, nonetheless, the indicative masterplan does not offer anything other than a standard suburban housing estate with standard house types. It would appear that this will extend the character of the development on the adjacent land to the east.

• Making efficient use of existing capacities of land, buildings and infrastructure including supporting town centre and regeneration priorities.

The proposal involves the development of agricultural / greenfield land. It would be more efficient to utilise existing allocated sites. No evidence has been put forward to demonstrate how the proposal will support town centre and regeneration priorities. With a shift in retailing habits from the High Street to online, the need to direct development to focus on town centre and existing brownfield sites is heightened.

 Supporting delivery of accessible housing, business, retailing and leisure development.

At paragraph 73 of the planning appeal at the adjacent site at Brotherton Farm, the Reporter noted that the location of development is not ideal for access by sustainable travel modes, it is not unacceptable either. The Reporter noted the limited accessibility of the site via sustainable modes of transport to be a drawback. The proposal does not provide a full connection between Polbeth and the Alba campus via the Limefield Glen walkway, therefore does not contribute to the council's aim of enhancing the active travel network.

• Supporting climate change mitigation and adaptation including taking account of flood risk.

The development of greenfield land inherently does not contribute towards climate change mitigation. Supporting climate change mitigation would involve preserving agricultural land and accommodating growth on existing brownfield or allocated sites.

• Improving health and well-being by offering opportunities for social interaction and physical activity, including sport and recreation.

The development of 300 homes is a substantive development and the proposal to include a community space should be a condition of any consent. This could be progressed further in the detailed stage to allow for a civic space with hard landscaping to allow for an area for residents to socialise.

 Protecting, enhancing and promoting access to natural heritage, including green infrastructure, landscape and the wider environment.

The proposal involves the development of the last piece of undeveloped land separating Polbeth and Livingston.

9 SUMMARY AND CONCLUSIONS

9.1 The site is situated outwith a settlement boundary and in the countryside, therefore the presumption against development prevails. The proposal is contrary to LDP policy ENV 7 (Countryside Belts and Settlement Setting).

- 9.2 The council can demonstrate that there is more than sufficient effective housing land to meet current housing land requirements and the council can demonstrate a five-year effective housing land supply. Therefore, SESplan policy 7 does not apply.
- 9.3 The proposal is not sustainable development in accordance with the principles set out in SPP, nor does the proposal contribute towards sustainable development.
- 9.4 In summary, the proposal conflicts with the development plan (Strategic Development Plan for Edinburgh & South East Scotland and West Lothian Local Development Plan, 2018). There are no material considerations that outweigh the development plan presumption against residential development at this location.
- 9.5 Members are asked to note the conflict with development plan policies when the application is reported to Full Council for a decision.

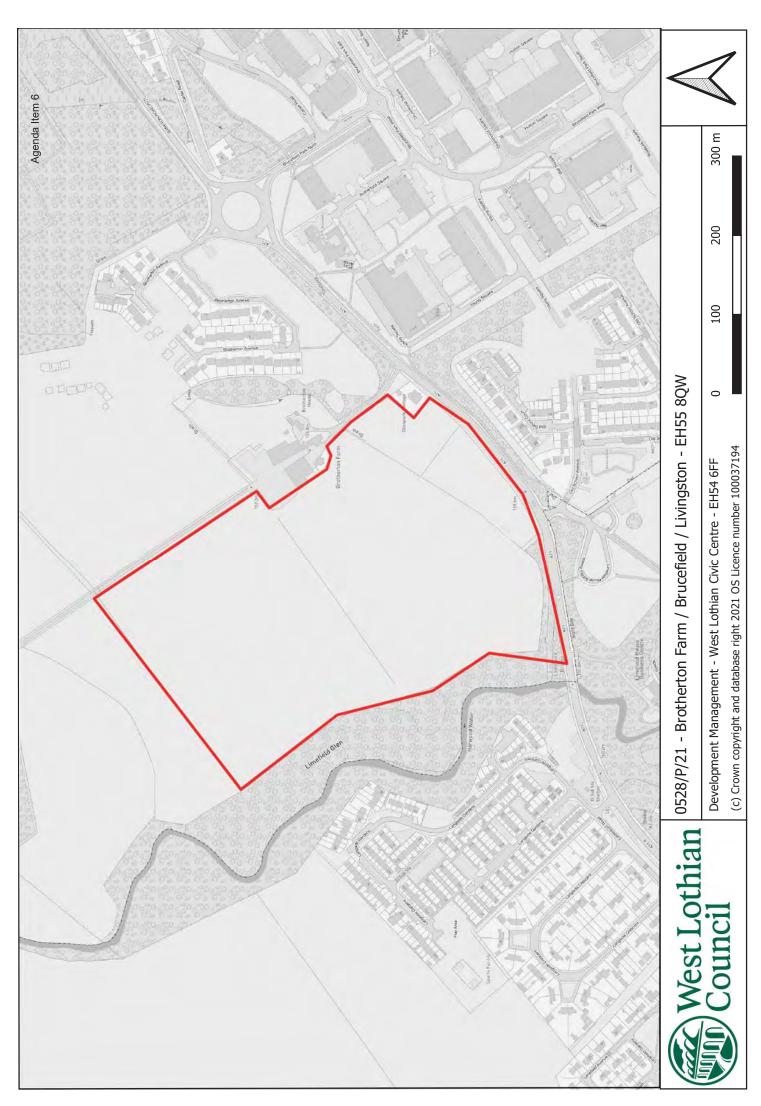
10 ATTACHMENTS

- Aerial Photograph
- Location Plan
- Application Site Plan
- Illustrative Masterplan
- Representations

Craig McCorriston

Head of Planning, Economic Development & Regeneration Date: 18 November 2021









From: Planning
To: Fautua, Mahlon

Subject: Comments for Planning Application 0528/P/21

Date: 08 June 2021 12:02:29

Comments summary

Dear Sir/Madam,

Planning Application comments have been made. A summary of the comments is provided below.

Comments were submitted at 08/06/2021 12:02 PM from Miss Christine Hay.

Application Summary

Address:	Brotherton Farm Brucefield Livingston West Lothian EH55 8QW	
Proposal:	Planning permission in principle for a 15.7ha residential development and associated works	
Case Officer:	Mahlon Fautua	

Click for further information

Customer Details

Name: Miss Christine Hay

Comments Details

Commenter Type: Parish Councillor

Stance: Customer objects to the Planning Application

Reasons for comment:

Comments:

Bellsquarry & Adambrae Community Council Bellsquarry, Livingston, West Lothian

From the Chair,

Tuesday 8th June 2021 Mr Mahlon Fautua,

Development Management,

West Lothian Council,

Civic Centre, Livingston,

West Lothian EH54 6FF

Dear Mr Fautua,

Re: Proposal of application notice 0225/PAC/20

I am writing on behalf of Bellsquarry & Adambrae Community Council to object to the above proposal by Holder Planning on behalf of Taylor Wimpey UK Ltd for a housing development on land at Brotherton Farm. There are any number of objections that may be raised to this proposal, not least the fact that the land is part of the preserved Livingston Countryside Belt as defined in the West Lothian Local Development Plan, adopted in 2018, with a presumption against development (policy ENV 7).

Livingston Countryside Belt

Bellsquarry & Adambrae Community Council strenuously opposed the currently proceeding development by Miller Homes on the eastern part of the former Brotherton Farm. The original application for planning permission in principle (LIVE/0648/P/14) was rejected by a unanimous vote of West Lothian Council on 25th March, 2015. In what we consider to be a flawed judgement, this decision

was subsequently reversed on appeal by a Scottish Ministers' appointed reporter on 28th October, 2018. The Reporter was influenced by the premise of the developer that, although Brotherton Farm was part of the Livingston Countryside Belt as designated on the local plan current at the time (West Lothian Local Plan, adopted in 2009), this plan was out of date and West Lothian Council had failed to maintain an adequate five-year supply of housing land, as required. This argument cannot be employed for the current proposal as the present Local Development Plan (LDP) has been approved by Scottish Ministers, runs until 2024 and the latest housing land audit (HLA) reports that there is a generous supply of housing land for the next five years (LDP Housing land requirement for 2019-2024 = 7249 units; HLA 2019 Total effective supply estimate 2019-2024 = 7931 units).

The Miller Homes development has had a devastating affect on the adjacent native woodland, known as The Wilderness, which we predicted among our objections to that application. A number of veteran and notable trees within the Wilderness boundary were needlessly felled because they were deemed a hazard to the new houses, which were essentially built too close to the woodland by Miller Homes. These trees were irreplaceable, being up to 200 years old and more.

Countryside Belts are not just open spaces but also have the function of preventing coalescence of neighbouring settlements and avoiding "urban sprawl". If the proposed development is allowed, the remaining Countryside Belt between Livingston and Polbeth will disappear altogether, making Polbeth part of Livingson and joining it to Bellsquarry.

Κı	ınd	regar	ds



Comments for Planning Application 0528/P/21

Application Summary

Application Number: 0528/P/21

Address: Brotherton Farm Brucefield Livingston West Lothian EH55 8QW

Proposal: Planning permission in principle for a 15.7ha residential development and associated

works

Case Officer: Mahlon Fautua

Customer Details

Name: Ailise McLoughlin

Address: 47 Old School Avenue Polbeth Polbeth Eh55 8FE

Comment Details

Commenter Type: Neighbour

Stance: Customer objects to the Planning Application

Comment Reasons:

Comment:There are already enough newbuilds in the area. It would put increasing demands on the education system with the 2 small local schools in the area. It would also loose vital green space that West Lothian is lacking.

Comments for Planning Application 0528/P/21

Application Summary

Application Number: 0528/P/21

Address: Brotherton Farm Brucefield Livingston West Lothian EH55 8QW

Proposal: Planning permission in principle for residential development with associated works

Case Officer: Mahlon Fautua

Customer Details

Name: Mrs Susan Kinloch

Address: 22 Sundew Glade Livingston EH54 9JF

Comment Details

Commenter Type: Member of Public

Stance: Customer objects to the Planning Application

Comment Reasons:

Comment: Why do you allow so many new houses when you can't keep the roads & streets on the ones already built? They're a disgrace, full of potholes, no markings, pavements are a disgrace.

Maybe do something about those first?!

Comments for Planning Application 0528/P/21

Application Summary

Application Number: 0528/P/21

Address: Brotherton Farm Brucefield Livingston West Lothian EH55 8QW

Proposal: Planning permission in principle for residential development with associated works

Case Officer: Mahlon Fautua

Customer Details

Name: Mrs Joanne Mclaughlin

Address: 48 old school avenue Polbeth Eh55 8fa

Comment Details

Commenter Type: Member of Public

Stance: Customer objects to the Planning Application

Comment Reasons:

Comment: As a resident over the road from this, I have concerns about the high traffic this Will bring to an already busy road where a number of accidents have happened. Also a serious concern on infrastructure in the surrounding areas with schools already struggling

Comments for Planning Application 0528/P/21

Application Summary

Application Number: 0528/P/21

Address: Brotherton Farm Brucefield Livingston West Lothian EH55 8QW

Proposal: Planning permission in principle for residential development with associated works

Case Officer: Mahlon Fautua

Customer Details

Name: Mrs Emma Sharkey

Address: 49 old school avenue Polbeth Eh55 8fe

Comment Details

Commenter Type: Member of Public

Stance: Customer objects to the Planning Application

Comment Reasons:

Comment:My main concern about the proposed new houses here is that the local schools won't cope with demand. I applied for my 2 year old son 6 months ago for his nursery place and I was not offered the slot I requested. I know many others who are in the same position with both st Mary's and bellsquarry and I feel the 300 new houses will make this situation much worse.

Comments for Planning Application 0528/P/21

Application Summary

Application Number: 0528/P/21

Address: Brotherton Farm Brucefield Livingston West Lothian EH55 8QW

Proposal: Planning permission in principle for residential development with associated works

Case Officer: Mahlon Fautua

Customer Details

Name: Miss Wendy Forrester

Address: 29 Langside Gardens Polbeth Polbeth, West Calder EH558QP

Comment Details

Commenter Type: Member of Public

Stance: Customer objects to the Planning Application

Comment Reasons:

Comment: As a resident of polbeth village I feel that we are getting swamped by all these new builds surrounding us and there are no more amenities to accommodate these builds ie schools doctors dentist we will soon have no green belt left round about us

Comments for Planning Application 0528/P/21

Application Summary

Application Number: 0528/P/21

Address: Brotherton Farm Brucefield Livingston West Lothian EH55 8QW

Proposal: Planning permission in principle for residential development with associated works

Case Officer: Mahlon Fautua

Customer Details

Name: Graham McCabe

Address: 29 Langside Gardens Polbeth Polbeth, West Calder EH558QP

Comment Details

Commenter Type: Member of Public

Stance: Customer objects to the Planning Application

Comment Reasons:

Comment:Far too many new builds in the area polbeth no longer a small village being taken over no amenities to cope with all this new housing already struggled before all of the building no green belt left





0528/P/21 - Brotherton Farm / Brucefield / Livingston - EH55 8QW

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Taylor Wimpey

BROTHERTON

Livingston

Drawing Title

Location Plan

50m 100m 150m 200m 250m 1:5000@A3 Date: May 2021 Status: INFORMATION Checked: DF Approved: PMAC

Rev

Drawing Number

191376_BRO_LocationPlan

