

Topic Schedule	21. Infrastructure First
Information required by the Act and NPF4 regarding the issue addressed in this section	<p>Town and Country Planning (Scotland) (Act) 1997, as amended:</p> <ul style="list-style-type: none"> • section 15(5)(a) ‘the principal physical, cultural, economic, social, built heritage and environmental characteristics of the district’ • section 15(5)(d) the infrastructure of the district (including communications, transport and drainage systems) • Regulation 9: Have regard to: any regional transport strategy; and any local transport strategy <p>National Planning Framework 4 (adopted 13 February 2023):</p> <p>NPF4 Policy 18 – Infrastructure First</p> <ul style="list-style-type: none"> • LDPs and delivery programmes should be based on an integrated infrastructure first approach. Plans should: be informed by evidence on infrastructure capacity, condition, needs and deliverability within the plan area, including cross boundary infrastructure; set out the infrastructure requirements to deliver the spatial strategy, informed by the evidence base, identifying the infrastructure priorities, and where, how, when and by whom they will be delivered; and indicate the type, level (or method of calculation) and location of the financial or in-kind contributions, and the types of development from which they will be required. <p>This Topic Schedule aims not to repeat the content of other topics covered by the LDP2 Evidence Report. Other Topic Schedules which should be read alongside this Topic Schedule on Sustainable Transport:</p> <ul style="list-style-type: none"> • 02 – Biodiversity • 05 – Forestry, Woodland and Trees • 22 - Sustainable Transport Infrastructure • 23 - Education Infrastructure • 24 - Healthcare Infrastructure • 25 - Local Living and Community Infrastructure • 26 - Blue and Green Infrastructure and Open Space • 27 - Energy, Heat and Cooling Infrastructure • 28 - Digital Infrastructure
Links to Evidence referenced in this topic schedule	<p>WLC 112 <u>Chief Planner’s Letter, March 2021, Developer Contributions Towards Transport Infrastructure</u></p> <p>WLC 225 <u>Strategic Development Plan 2 (SDP2)</u></p> <p>WLC 234 <u>SPEN Distribution Heat Map tool</u></p> <p>WLC 278 <u>2023 Based School Roll forecasts</u></p>

WLC 316 [Housing Land Audit 2024](#)
WLC 323 [LDP1 Transport Appraisal update](#)
WLC 324 [LDP1 Transport Appraisal](#)
WLC 329 [Adopted West Lothian Local Development Plan 1 \(LDP1\)](#)
WLC 330 [Local Heat and Energy Efficiency Strategy 2023-2028](#)
WLC 331 [Local Housing Strategy 2023-2028](#)
WLC 370 [Supplementary Guidance - Affordable Housing](#)
WLC 371 [Supplementary Guidance - Developer Contributions Towards Public Art](#)
WLC 372 [Supplementary Guidance - Developer Contributions Towards Cemetery Provision](#)
WLC 373 [Supplementary Guidance - Developer Contributions Towards Transport Infrastructure](#)
WLC 374 [Supplementary Guidance - Developer Obligations for General Infrastructure for Site Delivery](#)
WLC 377 [Supplementary Guidance - Minerals \(Including Restoration Bonds\)](#)
WLC 378 [Supplementary Guidance - Planning and Education](#)
WLC 381 [Supplementary Guidance - Residential Development Guide](#)
WLC 425 [Scottish Government Circular 3/2012 'Planning Obligations and Good Neighbour Agreements'](#)
WLC 430 [2024 Based School Roll forecasts](#)
WLCXX [Circular 4/2025 on Planning Obligations and Good Neighbour Agreements](#),

Summary of Evidence

Purpose, scope and structure of this Topic Schedule

This Topic Schedule sets out evidence in relation to National Planning Framework 4 Policy 18: Infrastructure.

- Part 1 – sets out a review of the success of LDP1 infrastructure policies.
- Part 2 – sets out how the plan will be informed by evidence on infrastructure capacity, infrastructure priorities and delivery including the use of developer contributions.
- Part 3 – sets out how LDP2 and its Delivery Programme should be based on an integrated infrastructure first approach to delivering the indicative Local Housing Land Requirement and spatial strategy.

Part 1 – a review of the success of LDP1 infrastructure policies and supplementary guidance

1.1 The Adopted West Lothian LDP1 (2018) (**WLC 329**) was prepared in the context of Scottish Planning Policy 2014 and the Strategic Development Plan (SDP) for Edinburgh and South-East Scotland (SESplan) (**WLC 225**), approved by Scottish Ministers in June 2013. The SDP set out the broad policy principles to be considered in implementing its strategy at a local level. These included the allocation of land in the right locations to accommodate development needs and the phasing of development to secure the provision and delivery of infrastructure to accommodate development.

- 1.2 The LDP1 spatial strategy sought to deliver sustainable development by continuing the SDP requirement to promote West Lothian as a growth area so that it could continue to make an important contribution to the economy of the Edinburgh City Region and beyond. The provision of a generous supply of land for housing and employment use were key aims of LDP1.
- 1.3 LDP1 supported the previously established CDA allocations at Armadale, East Broxburn/Winchburgh and Livingston and the Almond Valley (i.e. Calderwood, East Calder and Gavieside) together with the strategic allocation at Heartlands, Whitburn. Requirements for the CDAs included the preparation of masterplans and to identify key infrastructure and facilities that would need to be delivered if the strategic objectives of the development plan was to be fulfilled.
- 1.4 Policy CDA 1 successfully directed development in line with the spatial strategy. Since 2018 there have been more than 3,000 houses alongside significant infrastructure delivery completed in the combined CDAs and which represents approximately 60% of all housing completions in West Lothian.
- 1.5 However, while there has been considerable and transformational progress in Winchburgh, East Calder and Armadale, LDP2 should take the opportunity to review those allocations which have not been progressed such as Colinshiel (Armadale), East Broxburn and Gavieside and other ‘Strategic’ allocations.
- 1.6 One of the key aims of the West Lothian LDP1 was to ensure that all essential infrastructure and facilities are provided to support population and economic growth, and where appropriate, secure proportional developer contributions to facilitate the delivery of such provision.
- 1.7 The Strategic Development Plan for Edinburgh and South-East Scotland (SDP) **(WLC 225)** expected West Lothian’s Local Development Plan (LDP) to set out the items and circumstances in which developer contributions would be sought and planning guidance prepared to assist applicants, landowners and developers in this regard.
- 1.8 Local Development Plan Policies INF 1 (Infrastructure Provision and Developer Obligations), CDA 1 (Development in the Previously Identified Core Development Areas) of the LDP and HOU 7 Healthcare and Community Facilities in New Housing Development advised that the council will seek contributions in accordance with Scottish Government Circular 3/2012 ‘Planning Obligations and Good Neighbour Agreements’ (WLC 425), as interpreted by emerging case law and amended by subsequent amendments and legislation, to mitigate the development’s individual or cumulative impacts upon infrastructure, including cross-boundary impacts.
- 1.9 Developer contributions are currently sought by West Lothian Council under the following adopted supplementary guidance:
- SG - Planning and Education - Adopted May 2021 (WLC 378)**
- 1.10 The requirement for Education Infrastructure is primarily driven by the ongoing pattern of house building throughout West Lothian. The Education Planning team works with housebuilders,

landowners and developers through the Housing Land Audit process to understand the pattern of future house building currently underway in West Lothian.

1.11 This HLA then feeds into the School Roll Forecasting process (**WLC 278**) and (**WLC 430**) and shows which schools have capacity pressure. These schools are then analysed using the Education Infrastructure capacity hierarchy to identify possible solutions. The hierarchy looks at options including:

- Managing out of catchment placing requests (within the current legal frameworks);
- School catchment review;
- Planning conditions to control the phasing of development;
- Financial contribution to reconfigure existing schools;
- Financial contribution to school extensions (classrooms or other facilities);
- Use of temporary accommodation only where capacity issues are strictly time limited;
- Financial contributions towards the provision of new schools.

1.12 Only where none of the other options are viable are financial contributions sought to extend existing schools or build new schools. Identification of existing spare education capacity and matching it to proposed future developments will be a key part of the call for ideas process as West Lothian LDP2 develops. Developer Contributions are currently collected via the council's adopted **Supplementary Guidance on Education Infrastructure (WLC 378)**.

1.13 The following Education Infrastructure has been delivered during the LDP1 plan period:

- West Calder - West Calder High School - replacement high school
- Winchburgh - Joint new high school (Denominational). 660 Secondary school
- Winchburgh - Joint new high school (Non-denominational). 660 Secondary school
- Winchburgh - New Holy Family Primary School (Denominational.) 231 Primary school
- East Calder - Calderwood CDA. (Denominational.) New 462 Primary school complete
- Armadale - New primary school associated with Armadale Core Development Area (CDA)
- Livingston - Toronto Primary School - school enhancement
- Armadale - St Anthony's RC Primary School - extension Phase 1
- Armadale - Armadale Academy - school extension
- Armadale - Armadale Primary School - extension
- Bathgate - Boghall Primary School - extension
- Bathgate - Windyknowe Primary School - MUGA and school drop-off and collection access improvements
- Bathgate - Balbardie Primary School - hall extension
- Bathgate - Simpson Primary School - extension
- Bathgate - St Mary's RC Primary School - extension
- Broxburn - St Nicholas RC Primary School - extension
- East Calder - East Calder Primary School - extension for nursery provision
- Livingston - Peel Primary School - school enhancement
- Torphichen - Torphichen Primary School - new hall
- Winchburgh - Winchburgh Primary School - extension

SG - Affordable Housing – Revised and adopted March 2025 (WLC 370)

- 1.14 Policy HOU 4 of the West Lothian Local Development Plan set out the council’s policy priorities in respect of affordable housing contributions that will be required from private developers. HOU 4 also notes that the availability of affordable housing continues to be a major issue for West Lothian and will become more problematic over the Plan period 2014-2024.
- 1.15 Supplementary Guidance was adopted in 2018 setting out the requirements for the delivery of affordable homes in West Lothian. The guidance was reviewed and re-adopted in March 2025. This was due to residential developers maybe being required to pay a commuted sum towards affordable housing in instances where contributions in the form of land are not suitable. The requirement of the guidance was for commuted sums to be calculated based on solely the affordable housing land value. This resulted in low or nil values and was not in keeping with the original intention of the policy and the aim of the Local Development Plan (LDP) to deliver more affordable housing for West Lothian.

SG - Transport Infrastructure (WLC 373)

- 1.16 Guidance on ‘Developer Contributions Towards Transport Infrastructure’ was approved by Council Executive on 23 June 2020 and submitted for consideration to Scottish Ministers on 18 January 2021. The council was advised by Scottish Ministers that the guidance may not be adopted until specific modifications had been made **(WLC 112)**, in summary:
- A801 Corridor. The supplementary guidance also states that “developer contributions towards dualling of the A801 cannot be justified at this time” (para 27, page 41). Therefore, sections referring to A801 contributions should be removed.
 - M9 Junction 3 and Linlithgow. The supplementary guidance seeks contributions covering the full cost of proposed slip roads at Junction 3 of the M9 and junction improvements in Linlithgow town centre, to be split equally between six development sites identified in Table 14 of the guidance. However, it was not (on the evidence presented) demonstrated that there was sufficient justification for seeking the full estimated cost of the proposed slip roads (and town centre junction improvements) from the sites identified in Table 14 and that these would meet Circular 3/2012 **(WLC 425)**. This was because:
 - The SG indicates that other planned developments than those in Table 14 contribute to the need for the proposed slip roads and junction improvements.
 - The modelling suggests that the development sites from which contributions are proposed to be sought contribute a relatively small proportion of the traffic that is anticipated would use the west facing slip roads.
 - The transport modelling report also suggests that some of the forecast increase in traffic demand in the area is associated with planned new development located within neighbouring Falkirk Council.
- 1.17 The council did not adopt the SG and has continued to use the non-adopted SG to collect contributions where required.

1.18 In terms of transport infrastructure, several transport actions have been completed to support development, in particular new motorway junction has been constructed on the M9 (Junction 1b) at Winchburgh to support the development of the Winchburgh Core Development Area. At a cost of more than £20 million it is the first motorway junction west of the M9 with access to the Queensferry Crossing.

SG – Healthcare Infrastructure

1.19 LDP1 Policy HOU 7 Healthcare and Community Facilities in New Housing Development, sets out that developer contributions could potentially be taken where health service provision is identified as inadequate to meet the needs arising from a proposed development(s). Such contributions were proposed to be set out in Supplementary Guidance to the LDP.

1.20 Supplementary Guidance on healthcare contributions was not prepared prior to the Planning (Scotland) Act 2019 coming into force.

1.21 In terms of the future LDP2 spatial strategy, West Lothian has experienced significant growth in housing stock and population over the LDP1 period. While some general practice list numbers have increased, the evidence across West Lothian is that most GP practices in West Lothian have the physical space to undertake more consultations if additional staff could be recruited.

1.22 The following Healthcare and other Community Infrastructure has been delivered during the plan period:

- Armadale Partnership centre - Council services, Housing office, CIS, Library, Sure-start, Museum and early years space
- Blackburn Health centre at Ash Grove - new site as part of Blackburn Partnership Centre, GP surgery and dentist
- Blackburn Partnership centre - Council Services, Library, CIS, A2E, Macmillan Hub, Credit Union and Community Centre
- Blackridge Partnership centre - Craigninn Community Centre has been re-structured to include library, museum, hall, computer suite
- East Calder Partnership centre / community provision linked to the Calderwood CDA
- Linlithgow Partnership centre - refurbishment of historic B listed building and conversion to community facility
- Whitburn - new partnership centre
- Livingston - new doctor's surgery opened in Murieston

Other SGs

1.23 The following SGs have also been adopted by the council and will require to be reviewed as part of the preparation of the proposed plan:

- Public Art SG Developer Contributions Towards Public Art - Adopted January 2020 **(WLC 371)** (covered in Topic Schedule 14)
- SG - Minerals (Including Restoration Bonds) - Adopted February 2020 **(WLC 377)** covered in Topic Schedule 20.

- SG - Developer Contributions Towards Cemetery Provision - Adopted August 2021 **(WLC 372)**
- SG - Developer Obligations for General Infrastructure for Site Delivery (excluding transport and education infrastructure, cemetery and Public art provision) - Adopted September 2020 **(WLC 374)**
- SG - Residential Development Guide - Adopted April 2019 **(WLC 381)**

Delivery of Infrastructure

1.24 The West Lothian LDP1 Delivery Programme (adopted November 2024) supports the delivery of the LDP by setting out the actions and partnerships that are necessary to implement the strategy of the Plan.

Part 2 – Summary of Infrastructure evidence, capacity and delivery

Transport Infrastructure (Topic Schedule 22)

- 2.1 Evidence on Sustainable Transport is set out in Topic Schedule 22. The Topic Schedule and its evidence are set out in the following sections:
- Transport strategies and their policy priorities, evidence and data
 - Existing transport infrastructure and services in West Lothian and their availability, accessibility, capacity and constraints based on the NTS2 sustainable travel and investment hierarchies including cross-boundary infrastructure
 - A place-based approach to reducing car dominance
 - West Lothian’s commitment to carrying out a transport appraisal for LDP2
 - Developer contributions for transport infrastructure
- 2.2 In summary, this Topic Schedule sets out that the plan should support a modal shift away from petrol/diesel car use, reducing transport and travel trips to assist in reduction in emissions and implementing strategic, as well as local, active travel measures to help reduce or change journeys and tie into local living (Topic Schedule 25).
- 2.3 Ensuring that the spatial strategy and allocations deliver this modal shift is identified as a key implication for the proposed plan. The spatial strategy will be subject to a Transport Appraisal based on the sustainable transport hierarchy, with transport actions identified within the proposed plan and Delivery Programme. A brief for the Transport Appraisal has been agreed with Transport Scotland, which confirms a low-level approach is acceptable.
- 2.4 Contributions towards or delivery of sustainable transport actions identified in the proposed plan and Delivery Programme will be sought using a policy on developer contributions for transport infrastructure. Any contributions or actions sought will need to be in line with Circular 4/2025 on Planning Obligations and Good Neighbour Agreements, **(WLC 425)** and NPF4 Policy 18. The Delivery Programme will be important in ensuring infrastructure is delivered timeously alongside new development.

- 2.5 Transport Scotland has confirmed that the transport appraisal required to accompany LDP2 is classified as a Low-Level Appraisal. This classification reflects the nature of the land sources identified to deliver the iLHLR, the majority are drawn from the existing HLA '25 supply or from sites within established settlement boundaries. No material impact on the trunk road network is anticipated.
- 2.6 The sites identified to contribute to the iLHLR are not expected to generate trip patterns requiring strategic trunk road intervention beyond what has already been assessed and committed under LDP1. Where individual sites require transport assessments, these will be addressed through the development management process in the normal way.
- 2.7 Several sites identified within HLA'25 can specifically support the delivery of planned strategic transport infrastructure, contributing to the active travel, public transport, and road network improvements already identified within the Council's Delivery Programme. The iLHLR therefore supports, rather than undermines, the strategic transport investment already committed for West Lothian.

Education Infrastructure (Topic Schedule 23)

- 2.8 Evidence on Education Infrastructure is set out in Topic Schedule 23. The Topic Schedule and its evidence are set out in the following sections:
- Current education provision and capacity in West Lothian
 - School Roll Forecasting & Contributions
- 2.9 In summary, this Topic Schedule sets out that West Lothian has experienced significant growth in housing stock and population over the LDP1 period. While pupil numbers have fallen in some areas of the county they have risen significantly in areas where housebuilding is underway. To deliver the Local Housing Land Requirement over the LDP2 period Education Infrastructure will be a key factor in ensuring compliance with Policy 18 Infrastructure First.
- 2.10 Based on the evidence the proposed plan will be required to consider existing infrastructure availability as a significant factor in the site selection process, and ensure potential new infrastructure is carefully matched to any current and future development sites to ensure sufficient education infrastructure is in place across West Lothian.
- 2.11 Contributions towards or delivery of education actions will be sought using a policy on developer contributions for education infrastructure. Any contributions or actions sought will need to be in line with Circular 3/2012 and NPF4 Policy 18. The Delivery Programme will be important in ensuring facilities and infrastructure are delivered timeously alongside new housing development.

Current Education Constraints / Planned Infrastructure Investment

- 2.12 The Council undertakes annual School Roll Forecasting with the most recent published being the 2024 based forecasts which were approved by Education Executive on 19 June 2025 (**WLC 430**).

New forecasts will be republished annually during the development of LDP2 and the most recent evidence will always be used.

2.13 The full forecasts are available in the Topic Schedule but a summary of current known Education Infrastructure constraints and interventions is set out below:

Non-Denominational Primary

2.14 There are 52 non-denominational primary schools and 1 P1-P3 infants' school in West Lothian. Spare capacity exists in the majority of the ND Primary school estate to support additional development but the following interventions are currently planned to support additional growth:

- Calderwood PS – Extended 2024. Temporary units currently in place in addition;
- Dechmont Infants – New Bangour PS planned to open in 2028;
- Livingston Village PS – Extension to 210 capacity complete 2024. Further extension to 231 capacity planned;
- Pumpherston & Uphall Station PS – Extensions to 360 and/or 462 capacity planned;
- Winchburgh PS - Temporary units currently in place, Additional permanent capacity extension to 574 capacity planned;
- Hawkhill PS – New 231 capacity school opened 2025. Extendable to 360 capacity;
- Parkhead PS – extendable from 415 to 462 capacity;
- Springfield PS – extendable from 415 to 462 capacity;
- Croftmalloch PS – extendable from 387 to 441 or 462 capacity;
- Polkemmet PS – extendable from 306 to 441 or 462 capacity;
- Meldrum PS – new Gavieside PS proposed as part of CDA development;
- Southdale PS – extendable from 273 to 462 capacity;
- Westfield PS – extendable from 75 to 125 or 231 capacity;
- Blackridge PS – extendable from 198 to 231 capacity.
- Broxburn PS - extendable from 462 to 477 capacity.
- Kirkhill PS – extendable from 306 to 462 capacity.

There are a small number of primary schools where no extension is possible, so the only options are to manage capacity through non-catchment placing requests, refusal and/or development phasing / restraint. These are at:

- Bellsquarry PS
- Williamston PS
- Lowport PS

Denominational Primary

2.15 There are 16 denominational primary schools in West Lothian. Spare capacity exists in most of the ND Primary school estate to support additional development, but the following interventions are currently planned to support additional growth:

- Holy Family – New 231 capacity school opened 2022. Extendable to 360 or 462 capacity.

- St Paul's PS – Extended from 171 to 231 capacity in 2024. Further extensions to 360 or 462 capacity possible.
- Joseph's PS (Whitburn) – Extendable from 252 capacity to 273 capacity
- St Mary's PS (Polbeth) – Extendable from 252 capacity to 360 capacity

Non-Denominational Secondary

2.16 There are 10 non-denominational secondary schools in West Lothian. Spare capacity exists in the majority of the ND Secondary school estate to support additional development, but the following interventions are currently planned to support additional growth:

- West Calder HS – Extension from 1100 to 1320 capacity. Opened in 2025.
- Long term demand managed through the West Livingston and Calderwood CDA Secondary capacity solution (To be confirmed)
- Winchburgh Academy – Extendable from 660 capacity to 1100 or 1320.

There are a small number of non-denominational secondary schools where no extension is possible, so the only options are to manage capacity through non-catchment placing requests, refusal or catchment review, development phasing and development constraint. These are at:

- Armadale Academy
- Bathgate Academy

Denominational Secondary

2.17 There are 3 denominational secondary schools in West Lothian. Spare capacity exists in the majority of the ND Secondary school estate to support additional development, but the following interventions are currently planned to support additional growth:

Sinclair Academy – Extendable from 660 capacity to 1100 or 1320.

There is one denominational secondary school where no extension is possible, so the only options are to manage capacity through non-catchment placing requests, refusal or catchment review, development phasing and development constraint. This is at St Margaret's Academy

Healthcare Infrastructure (Topic Schedule 24)

2.18 Evidence on Healthcare Infrastructure is set out in Topic Schedule 24. The Topic Schedule and its evidence are set out in the following sections:

- Current Healthcare Provision in West Lothian
- Primary Care Future demand

2.19 West Lothian has experienced significant growth in housing stock and population over the LDP1 period. While some general practice list numbers have increased, the evidence across West Lothian is that most GP practices in West Lothian have the physical space to undertake more consultations if additional staff could be recruited.

- 2.20 An assessment of primary care capacity has been carried out across West Lothian GP practices. The assessment found that in nearly all practices there is sufficient capacity within current staffing levels to accommodate the housing growth proposed under LDP2.
- 2.21 Working with NHS Lothian an assessment has been made of the infrastructure requirement for existing service delivery and future requirements. Combining the direct Primary Care staffing ratio of 1:1500 GP/ANP to list size; 0.3:1500 Primary Care Improvement Plan staff to list size and 1.14:1500 Health and Social Care Partnership staff (Midwives, Phlebotomists, Community Psychiatric nurses etc) to list size gives a total clinical room requirement of 2.44:1500 which is a requirement for 1.62 clinical spaces for every 1000 patients on a GP Practice list.
- 2.22 Individual practice requirements may vary slightly and some of the clinical spaces can be outwith the main GP practices if space is available to deliver HSCP requirements in other settings beyond GP practices.
- 2.23 At 16 of the 20 GP practices in West Lothian there is sufficient capacity to accommodate the anticipated growth in list size from current housing allocations. In 2 practices there is clearly a requirement for additional capacity while a further 2 practices require further investigation of service delivery and infrastructure availability to explore whether additional capacity is required. Some practices have capacity to accommodate additional housing allocations while in other areas this could only be supported with additional infrastructure investment.
- 2.24 The Council will continue to work with NHS Lothian to monitor primary care capacity as the Proposed Plan is developed and to ensure that the identified capacity pressures are addressed through the planning process and housing allocations reflect infrastructure requirements and availability.

RAG scoring

Red

- East Calder
- Almond (Winchburgh)

Amber

- Linlithgow
- Barbauchlaw (Armadale & Blackridge)

Green

- Ashgrove (Blackburn)
- Barclays (Fauldhouse)
- Barclays (Livingston)
- Carmondean (Livingston)
- Craigshill (Livingston)
- Dedridge (Livingston)
- Ferguson (Strathbrock - Broxburn)

- Howden (Livingston)
- Kingsgate (Bathgate Primary Care Centre)
- Linden (Strathbrock - Broxburn)
- Murieston (Livingston)
- Newland (Bathgate Primary Care Centre)
- Simpson (Bathgate Primary Care Centre)
- West Calder
- Whitburn
- Wood (Strathbrock - Broxburn)

- 2.25 Thorough analysis of consultation rates, “ghost patients”, building capacities and utilisation of primary care buildings by a variety of different healthcare staff is needed to understand the overall infrastructure requirement for each practice and whether investment is needed at each practice as part of delivering LDP2.
- 2.26 Based on the evidence the proposed plan is required to consider existing infrastructure availability as a significant factor in the site selection process and ensure potential new infrastructure is carefully matched to any current and future development sites to ensure sufficient healthcare infrastructure is in place across West Lothian.
- 2.27 Contributions towards or delivery of healthcare infrastructure actions will be sought using a policy on developer contributions for education infrastructure. Any contributions or actions sought will need to be in line with Circular 4/2025 on Planning Obligations and Good Neighbour Agreements, and NPF4 Policy 18. The Delivery Programme will be important in ensuring facilities and infrastructure are delivered timeously alongside new housing development.

Local Living and Community Hubs (Topic Schedule 25)

- 2.28 Topic Schedule 25 focuses on Local Living within West Lothian. Local Living (frequently referred to as 20-minute neighbourhoods) is a concept that people should be provided with the opportunity to meet most of their daily needs within a reasonable distance of their home.
- 2.29 Annex 6 - Background Note on Local Living sets out the methodology developed for Local Living. This is a scoring system with facilities ranked based on their importance of meeting daily needs are scored against distances. This methodology can provide analysis of where there are gaps in local living, and where these can potentially be addressed through new development.
- 2.30 Where the spatial strategy proposes growth in and around towns and villages, and gaps in local living are identified, contributions towards or delivery of local living actions will be sought using a policy on developer contributions for local living infrastructure. Town and local centres are to be the focal point of Local Living, LDP2 will examine the need for contributions where major housing growth impacts these centres.
- 2.31 Any contributions or actions sought will need to be consistent with Circular 4/2025 on Planning Obligations and Good Neighbour Agreements, and NPF4 Policy 18. The Delivery Programme will be important in ensuring facilities and infrastructure are delivered timeously alongside new

development. The council's Supplementary Guidance (SG) on Developer Obligations for General Infrastructure for Site Delivery (**WLC 374**) should be reviewed in light of NPF4 Policy 18.

Blue and Green Infrastructure and Open Space (Topic Schedule 26)

2.32 Evidence on Blue and Green Infrastructure and Open Space is set out in Topic Schedule 26. In summary the evidence sets out that an audit of West Lothian's blue and green infrastructure and open space has been carried out and highlights that the LDP's spatial strategy should:

- Deliver local blue and green networks and open space across the proposed plan area.
- Ensure that new development will integrate natural flood management (NFM) techniques and achieve the integration of blue / green infrastructure to enhance flood resilience, biodiversity, and community amenity spaces.
- Ensure that new development will integrate and deliver open space to meet the requirements of the Council's new open space strategy and ensure any new open space is connected to West Lothian's green network.

2.33 Contributions towards or delivery of blue and green infrastructure and open space actions will be sought using a policy on developer contributions. Any contributions or actions sought will need to be in line with Circular 4/2025 on Planning Obligations and Good Neighbour Agreements, (**WLC 425**) and NPF4 Policy 18. The Delivery Programme will be important in ensuring open space and blue and green infrastructure are delivered timeously alongside new development.

Energy, Heat and Cooling Infrastructure (Topic Schedule 27)

2.34 Evidence on Energy, Heat and Cooling Infrastructure is set out in Topic Schedule 27. In summary the evidence sets out the proposed plan will be required to:

- Support EV infrastructures and ensure EV charging infrastructure is provided in areas where the commercial case for investment is more limited so that all communities in West Lothian can benefit from the switch to EVs.
- Identify Heat Networks - West Lothian Council's LHEES (**WLC 330**) has identified 14 potential Heat Network Zones across West Lothian which require to be implemented within the Proposed Plan.

2.35 In terms of access to energy infrastructure,

- Gas - provisional discussion with SGN about their physical assets in West Lothian have confirmed that there is likely to be capacity to meet future demands for growth. This will nevertheless require to be confirmed by developers in consultation with SGN at the time of any application for planning permission. There may however still be constraints to gas supply in part of the north-west of West Lothian due to previous mining and ground conditions.
- Electricity - Evidence identifies that there are potential constraints on the electrical network. SPEN's Distribution Heat Map tool (**WLC 234**) will be used to analyse the potential requirements for electrical infrastructure of the spatial strategy in the proposed plan.

Digital Infrastructure (Topic Schedule 28)

- 2.36 Evidence on Digital Infrastructure is set out in Topic Schedule 28. West Lothian has excellent digital infrastructure connectivity which is forecast to improve to near universal coverage. Existing or future digital infrastructure availability is unlikely to be a significant factor in the site selection process although future developments should continue to ensure availability of excellent digital connectivity across West Lothian.
- 2.37 Based on the evidence the proposed plan is required to take into account existing digital infrastructure availability and ensure potential new digital infrastructure is delivered alongside current and future development sites to ensure sufficient digital infrastructure is in place across West Lothian.

Other Developer Contributions identified with the Evidence Report

- 2.38 Topic Schedules 3: Biodiversity and 5: Forestry Woodland and Trees also identify the opportunity for the use of developer contributions to mitigate the impact of development on biodiversity and trees.
- 2.39 In respect of biodiversity, Topic Schedule 3 sets out that the council is considering the use of a biodiversity metric to establish positive effects for biodiversity and guidance on planning for nature.
- 2.40 In respect of trees, Topic Schedule 5 sets out that the council is developing its Forestry and Woodland Strategy which will establish policy for mitigating the loss of trees as part of new developments, including offsetting.

Part 3 - An integrated infrastructure first approach

- 3.1 In line with Policy 18 of NPF4, West Lothian's approach for LDP2 will be required to follow and integrated infrastructure first approach. In practise, this means that both the spatial strategy and land allocations in LDP2 should ensure that infrastructure is available or that it can be mitigated by development. LDP2's Delivery Programme will be essential in ensuring infrastructure is delivered timeously alongside new development.

Delivering NPF4 policy outcomes

- 3.2 The Evidence Report in Chapter 5 Review of LDP1 analyses the change in NPF4 policy direction which the spatial strategy and plan's policies should take into account. The Topic Schedules relating to Infrastructure (21-28) set out the infrastructure available and its capacity to deliver housing and other land requirements. The Site Appraisal Methodology (Topic Schedule 28 and Annex 5) sets out how site allocations will be appraised in respect of their deliverability and infrastructure requirements.
- 3.3 For example, the evidence Sustainable Transport (Topic Schedule 22) sets out the plan should support a modal shift away from petrol/diesel car use, reducing transport and travel trips to assist in reduction in emissions and implementing strategic, as well as local, active travel

measures to help reduce or change journeys and tie into local living (Topic Schedule 25). Ensuring that the spatial strategy and allocations deliver this modal shift is a key implication for LDP2.

Delivery of the indicative Local Housing Land Requirement and impact on infrastructure requirements

- 3.4 Topic Schedule 9 sets out evidence for setting West Lothian’s indicative Local Housing Land Requirement (LHLR). National Planning Framework 4 (NPF4) contains 10-year targets for the use of land for housing in LDPs. This is called the Minimum All-Tenure Housing Land Requirement (MATHLR). NPF4 (Annex E) sets out a MATHLR of 9,850 homes for West Lothian.
- 3.5 It is expected that the MATHLR is the minimum amount of land for housing to be included within LDPs. Scottish Government advice (February 2026) sets out that Ministers expect a positive and ambitious approach to housing delivery.

Table X: Proposed West Lothian indicative Local Housing Land Requirement (iLHLR)

West Lothian indicative Local Housing Land Requirement	
MATHLR Baseline (NPF4 Annex E)	9,850 homes
Baseline iLHLR (post demographic and H1 homelessness change + flexibility)	9,875 homes
Affordable housing uplift	950 homes
Proposed iLHLR (2028–2038)	10,825 homes
Annualised iLHLR	1,083 homes per annum
Uplift above MATHLR	975 (+10%)

- 3.6 Schedule 9 sets out the council’s approach to delivering the iLHLR. The uplift above the MATHLR is driven entirely by the **declared affordable housing emergency** and the 944-unit shortfall between the Council’s affordable housing target (3,100) and the existing affordable housing land supply (2,156).
- 3.7 The MATHLR is accepted as the statutory minimum and updated demographic evidence (2022-based NRS projections, updated HL1) produces a baseline iLHLR of 9,875, broadly neutral against the MATHLR. Therefore, demographic change and homelessness figures are not a driver for an ambitious approach. The driver is the affordable housing emergency declared 28 May 2024. The Council’s LHS and HND A3 target of 310 affordable homes per annum produces a 3,100-unit requirement over the plan period, against a supply of 2,156. A 944-unit gap therefore exists.
- 3.1 Scottish Government advice (February 2026) explicitly authorises policy-driven uplifts supported by housing emergency declarations and LHS targets. The uplift is applied after the

25% flexibility allowance, anchored in NPF4 Policy 18 (Infrastructure First), to avoid generating unevidenced market homes and unnecessary infrastructure demand.

- 3.2 The council's existing HLA '25 supply of 9,811 homes is closely aligned with both the MATHLR of 9,850 and the baseline iLHLR of 9,875. The Council has sufficient identified land to meet the demographic baseline. The issue driving the iLHLR above the MATHLR is not the overall volume of supply, but its tenure composition, and specifically a shortfall in affordable housing supply.
- 3.3 An iLHLR that merely matches the MATHLR would be based on a total land supply that cannot deliver the affordable housing needed to meet the Council's Local Housing Strategy targets and the HNDA-identified requirement. This position would not be consistent with the Council's commitment to the affordable housing emergency declaration. Future Local Housing Strategies are likely to reflect similar levels of affordable housing need. LDP2 should therefore continue to accommodate the ambition to deliver 310 affordable units per annum, prioritising social rent.
- 3.4 In this regard, the council will apply the 944 units gap (rounded to 950) as an **Affordable Housing Uplift** after the flexibility allowance of 25% is applied. If the affordable housing uplift were added before the flexibility calculation, the 25% flexibility would be applied to the affordable gap as well, resulting in a higher all-tenure mix and therefore facilitating more market homes than is required. This approach would also not guarantee the delivery of affordable homes within that overall total and may result in unnecessary impacts on the need for infrastructure.
- 3.5 This is also consistent with NPF4 Policy 18 (Infrastructure First). Policy 18 requires that development is supported by infrastructure that is either in place or formally committed to be delivered. Including additional homes in the iLHLR that are not evidenced as necessary would commit the council to identifying and delivering infrastructure capacity for market homes that the evidence base does not support.
- 3.6 In terms of delivery, Schedule 9 sets out a range of mechanisms the council will use in setting its spatial strategy. These mechanisms aim to prioritise the delivery of affordable homes. Primary delivery mechanisms are preferred because they allow the affordable housing gap to be addressed with limited or no additional market homes which is already adequately provided for in the iLHLR as set out in Schedule 9.
- 3.7 Delivery mechanisms include transferring homes between tenures, reprogramming homes already in the pipeline, or making use of sites already allocated within the LDP1 spatial strategy. Primary mechanisms aim to deliver more affordable homes before considering market mechanisms.

3.8 These are:

Summary of All Mechanisms

Mechanism	Type
OMAS	Primary
Increased AH policy percentage	Primary
Additional 100% affordable sites	Primary
Programming slippage	Primary
Increased densities	Primary
Stalled allocations	Primary
Employment land reallocation	Secondary
Brownfield	Secondary
Windfall	Supplementary

3.9 The Council commits to testing the full contribution of primary mechanisms through the Proposed Plan. Where primary mechanisms alone are insufficient to close the gap, secondary mechanisms will be used to make up the balance.

3.10 In that event, the iLHLR will be revised upwards at the Proposed Plan stage to reflect the additional market homes generated by secondary delivery, consistent with the approach set out below. The proposed iLHLR of 10,825 homes should therefore be understood as the figure required to meet the affordable housing gap through primary mechanisms; it is the minimum figure and may rise if secondary mechanisms are needed.

3.89 An assessment of infrastructure capacity (Schedules 22 to 28) has been carried out to confirm that the proposed iLHLR of 10,825 homes can be delivered within either existing infrastructure capacity or infrastructure already planned and programmed within the Council's Delivery Programme.

3.90 The starting point for this assessment is the Council's existing land supply. West Lothian's LDP1 and HLA '25 identify a land supply of 19,786 homes from all sources (deliverable, deliverable-with-constraints, and undeliverable), significantly higher than the proposed iLHLR

of 10,825. Infrastructure requirements for this existing supply have already been assessed, committed, and in many cases delivered.

3.91 As set out above, the proposed sources of land that will make up the iLHLR will be drawn either from the existing supply already contained in HLA '25, or from sites within settlements which prioritise the delivery of affordable homes. This has two important implications:

- Infrastructure needed to support the iLHLR is already in place, formally committed, or within the Council's adopted Delivery Programme 2024.
- The spatial strategy underlying LDP2 does not represent a departure from LDP1, meaning that existing infrastructure capacity remains valid and applicable.

3.92 The Council's Site Appraisal Methodology will apply an infrastructure-first approach to all sites contributing to the iLHLR, consistent with NPF4's emphasis on infrastructure-led plan-making. Infrastructure capacity will be a significant factor in the site selection process, and sites will only be carried forward where capacity is available or where a credible and funded programme for delivering it can be demonstrated.

Transport

3.93 Transport Scotland has confirmed that the transport appraisal required to accompany LDP2 is classified as a Low-Level Appraisal. This classification reflects the nature of the land sources identified to deliver the iLHLR, the majority are drawn from the existing HLA '25 supply or from sites within established settlement boundaries. No material impact on the trunk road network is anticipated.

3.94 The sites identified to contribute to the iLHLR are not expected to generate trip patterns requiring strategic trunk road intervention beyond what has already been assessed and committed under LDP1. Where individual sites require transport assessments, these will be addressed through the development management process in the normal way.

3.95 Several sites identified within HLA'25 can specifically support the delivery of planned strategic transport infrastructure, contributing to the active travel, public transport, and road network improvements already identified within the Council's Delivery Programme. The iLHLR therefore supports, rather than undermines, the strategic transport investment already committed for West Lothian.

Education

3.96 For LDP1, the Council undertook a significant school building programme, front-funding new capacity to support the spatial strategy and ensure that education infrastructure was in place

ahead of, or alongside, housing delivery. This programme has delivered substantial additional capacity across West Lothian.

- 3.97 The sources of land identified to deliver the iLHLR do not result in any change to the existing spatial strategy. The Proposed Plan will apply an infrastructure-first approach to education, with sites only supported where education infrastructure capacity is available or where a programme to deliver it is in place. Education infrastructure availability is a significant factor in the Council's site assessment process and will be applied consistently to all allocations.
- 3.98 The Council's approach to education infrastructure for LDP2 will ensure that potential new infrastructure is carefully matched to current and future development sites, so that sufficient capacity is in place across all catchment areas throughout the plan period. A developer contributions policy will continue to apply, ensuring that growth-related education costs are appropriately funded by development.
- 3.99 8 major Education projects have been delivered so far in the LDP1 plan period and there are a further 5 projects in the current capital programme. It is not anticipated that the current spatial strategy would require major changes to the current education investment strategy. The West Livingston and Calderwood CDA Secondary capacity solution will still be required and a detailed solution will need be developed in parallel to the LDP2 process as community engagement continues.

Healthcare Infrastructure

- 3.100 An assessment of primary care capacity has been carried out across West Lothian GP practices. The assessment found that in nearly all practices there is sufficient capacity within current staffing levels to accommodate the housing growth proposed under LDP2.
- 3.101 Working with NHS Lothian an assessment has been made of the infrastructure requirement for existing service delivery and future requirements. Combining the direct Primary Care staffing ratio of 1:1500 GP/ANP to list size; 0.3:1500 Primary Care Improvement Plan staff to list size and 1.14:1500 Health and Social Care Partnership staff (Midwives, Phlebotomists, Community Psychiatric nurses etc) to list size gives a total clinical room requirement of 2.44:1500 which is a requirement for 1.62 clinical spaces for every 1000 patients on a GP Practice list.
- 3.102 Individual practice requirements may vary slightly and some of the clinical spaces can be outwith the main GP practices if space is available to deliver HSCP requirements in other settings beyond GP practices.
- 3.103 At 16 of the 20 GP practices in West Lothian there is sufficient capacity to accommodate the anticipated growth in list size from current housing allocations. In 2 practices there is clearly

a requirement for additional capacity while a further 2 practices require further investigation of service delivery and infrastructure availability to explore whether additional capacity is required. Some practices have capacity to accommodate additional housing allocations while in other areas this could only be supported with additional infrastructure investment.

3.104 The Council will continue to work with NHS Lothian to monitor primary care capacity as the Proposed Plan is developed and to ensure that the identified capacity pressures are addressed through the planning process and housing allocations reflect infrastructure requirements and availability.

3.105 **RAG scoring**

- **Red**
 - East Calder
 - Almond (Winchburgh)
- **Amber**
 - Linlithgow
 - Barbauchlaw (Armadale & Blackridge)
- **Green**
 - Ashgrove (Blackburn)
 - Barclays (Fauldhouse)
 - Barclays (Livingston)
 - Carmondean (Livingston)
 - Craigshill (Livingston)
 - Dedridge (Livingston)
 - Ferguson (Strathbrock - Broxburn)
 - Howden (Livingston)
 - Kingsgate (Bathgate Primary Care Centre)
 - Linden (Strathbrock - Broxburn)
 - Murieston (Livingston)
 - Newland (Bathgate Primary Care Centre)
 - Simpson (Bathgate Primary Care Centre)
 - West Calder
 - Whitburn
 - Wood (Strathbrock - Broxburn)

Site-Specific Infrastructure Constraints

3.106 Individual sites contributing to the iLHLR may be subject to specific infrastructure constraints relating to road access, drainage, water supply, or other factors. These constraints will be identified through the Site Appraisal Methodology and will be a material factor in site selection.

- 3.107 Only sites where constraints are either already resolved, or where a credible and deliverable route to resolution has been demonstrated, will be carried forward.
- 3.108 Where developer contributions or infrastructure delivery conditions are required, these will be identified within the plan and its Delivery Programme and secured through planning conditions and legal agreements at the development management stage.
- 3.109 Sites where constraints cannot be resolved within the plan period will not be counted towards the iLHLR.

Conclusion

- 3.110 The infrastructure assessment confirms that the proposed iLHLR of 10,825 homes is deliverable within existing or committed infrastructure capacity.
- Transport Scotland's Low-Level Appraisal classification confirms that the iLHLR is unlikely to place unacceptable demands on the strategic road network.
 - The Council's LDP1 school building programme has delivered the education capacity needed to support growth, and the infrastructure-first approach applied through the Site Appraisal process ensures that only sites with confirmed or committed capacity are allocated.
 - Primary care capacity assessments confirm that health infrastructure can accommodate the level of growth proposed, subject to site assessment through the Site Appraisal Methodology and further work with NHS Lothian at the proposed plan stage.
- 3.111 The land needed to deliver 10,825 homes is already identified or will be through the Site Appraisal Methodology which will take an Infrastructure First approach. As set out above, the infrastructure needed to support the iLHLR is either in place or has been committed through the Council's Delivery Programme. The infrastructure evidence therefore confirms that the proposed iLHLR is deliverable.

Summary of Implications for the Proposed Plan

Based on the evidence, the proposed plan will be required to follow an integrated infrastructure first approach. In practise, this means that both the spatial strategy and land allocations in LDP2 should ensure that infrastructure is available or that it can be mitigated by development.

The proposed plan and its Delivery Programme will be essential in ensuring infrastructure is delivered timeously alongside new development.

For transport infrastructure, Topic Schedule 22 sets out that LDP2 will be required to:

- Be informed by a new transport appraisal which will help identify new transport infrastructure requirements including walking and cycling routes, public transport and road infrastructure improvements based on the sustainable transport hierarchy.
- Review the allocations and transport proposals associated with LDP1 in respect of the Sustainable Transport Hierarchy, local living, and place-based approach.
- Support a modal shift away from petrol/diesel car use, reducing transport and travel trips to assist in reduction in emissions and implementing strategic, as well as local, active travel and rail/bus measures to help reduce or change journeys and tie into local living.
- Support strategic growth corridors along key transport routes and rail corridors and core development areas/strategic allocations.
- Deliver enhanced public transport including rail enhancement, park & ride facilities and active travel. Address the difficulties in West Lothian in proving north-south connections.
- Support improvements to the A801 and M9 junction 3 upgrade which will further assist with economic growth and connectivity.
- Support Livingston in its role as a strategic town centre whilst promoting the 5 traditional town centres – Armadale, Bathgate, Linlithgow, Whitburn, Broxburn to continue to thrive as town centres.
- Develop a policy on developer contributions towards sustainable transport infrastructure.
- Implement the Public Electric Vehicle Infrastructure Plan.

For Education Infrastructure, LDP2 will be required to:

- Consider existing infrastructure availability as a significant factor in the site selection process.
- Ensure potential new infrastructure is carefully matched to any current and future development sites to ensure sufficient education infrastructure is in place across West Lothian.
- Continue a policy on developer contributions towards education infrastructure.

For Healthcare Infrastructure, LDP2 will be required to:

- Consider existing infrastructure availability as a significant factor in the site selection process.
- Ensure potential new infrastructure is carefully matched to any current and future development sites to ensure sufficient healthcare infrastructure is in place across West Lothian.
- Develop a policy on developer contributions towards healthcare infrastructure.
- Complete analysis of consultation rates, “ghost patients”, building capacities and utilisation of primary care buildings by a variety of different healthcare staff is needed to understand the overall infrastructure requirement for each practice and whether investment is needed at each practice as part of delivering LDP2.

For Local Living, LDP2 will be required to:

- Examine ways that communities can be better connected to services and facilities.
- Ensure new housing development is in sustainable locations. Where housing allocations could address gaps in Local Living the Delivery Programme should set out the programming of how these facilities will be delivered.

- Ensure the spatial strategy contains site allocations that can deliver development with capacity, or capacity being created, in supporting infrastructure, such as community hubs, education and healthcare.
- Make the network of town and local neighbourhood centres the focal points of Local Living.
- Support the public transport network in the spatial strategy and ensure communities and site allocations are located near to existing public transport or be made accessible by public transport.

For blue and green infrastructure, LDP2 will be required to:

- Deliver the Central Scotland Green Network (CSGN) and local blue and green networks and open space.
- Consider a specific policy on developer contributions towards open space.

For Energy, Heat and Cooling Infrastructure, LDP2 will be required to:

- Support EV infrastructures and ensure EV charging infrastructure is provided in areas where the commercial case for investment is more limited so that all communities in West Lothian can benefit from the switch to EVs.
- Identify Heat Networks - West Lothian Council's LHEES has identified 14 potential Heat Network Zones across West Lothian which require to be implemented within the Proposed Plan.

For Digital Infrastructure, LDP2 will be required to:

- Consider existing digital infrastructure availability
- Ensure potential new digital infrastructure is delivered alongside current and future development sites to ensure sufficient digital infrastructure is in place across West Lothian.

For other infrastructure:

- Consider a specific policy on mitigating the impact of development on biodiversity
- Consider a specific policy on mitigating the impact of development on trees.

Summary of Stakeholder Engagement

To be included post April 2026 engagement

Statements of Agreement / Dispute

To be included post April 2026 engagement