

Planning, Infrastructure and Place Advisory Group

7 September 2023

AGENDA

in	No.	Topic	Section	Pages
		NETWORKING & SITE VISIT		
10:30	0.1	Optional pre networking for an 11am start	N/A	N/A
11:00	0.2	Site Visit	Section 0	2-3
13.00	0.3	Lunch	N/A	N/A
		FORMAL MEETING		
14:00	1.	Introduction <ul style="list-style-type: none">• Welcome• Apologies• Declarations of Interest	N/A	N/A
	2.	Minute of Previous Meeting	Section 2.0	4-7
	3.	Action from Previous Meeting	Section 3.0	8
14:15	4.	Site Visit Discussion	Section 4.0	9-10
	5.	Purpose & Objectives (FOR NOTING ONLY)	Section 5.0	11-18
15:20	6.	Infrastructure First	Section 6.0	19-25
15:40	7.	NPF4 Delivery Programme	Verbal Update	
	8.	Monitoring & Evaluation	Verbal Update	
15:50	9.	AOB	N/A	
	10.	Meeting Schedule	Section 10.0	26
16:00	11	Close	N/A	

0.0 SITE VISIT BRIEFING

Winchburgh – Overview

Winchburgh, originally a rural mining community, is located in West Lothian, 12 miles west of Edinburgh. The Winchburgh Development Initiative was established in 2005. The master-planned expansion of Winchburgh involves £1 billion investment over 352 acres of land, to deliver 3,900+ new homes for an additional estimated 9,500 additional residents, a planned town centre with retail and commercial facilities, community facilities, transport connections and new outdoor spaces.

Proposals for the development of Winchburgh date back in planning terms to the West Lothian Local Plan (adopted in 2009) and subsequently the West Lothian Local Development Plan, as well as recognition of its role in meeting population growth across the wider Edinburgh and Lothians area in successive structure and strategic development plans. Planning permission in principle was granted in April 2012 by West Lothian Council to deliver the masterplan development over 15 years. Permission has subsequently been granted to expand the lifespan of the development for a further five years given the challenges around infrastructure delivery including new schools and transport links, and forecast housing delivery.

The development as a whole is led by Winchburgh Developments Ltd. New homes are being delivered by Taylor Wimpey, Bellway, Cala, Barratt, Robertson and J Smart and Co.

A new education campus brings together education and sports facilities including a nursery and three schools for over 1,500 pupils. The campus is designed to allow for expansion in phases to 3,000 + pupils. Financing of secondary school provision was secured following extensive negotiation and partnership working.

The development has involved significant land remediation to repurpose a former landfill site as a new award-winning district park.

A new road junction to connect Winchburgh with the M9 motorway opened in February 2023, providing local access. The settlement has established bus connections, and work is ongoing to secure a railway station. There is a current planning application for a park and ride facility.

The Union Canal passes through Winchburgh providing a strong strategic active travel link, leisure and heritage asset, with a new marina.

Key challenges

This scenario is an opportunity for PIPAG to explore a range of challenges and solutions including:

- Long term vision, quality, design and heritage assets.
- Partnership working to support housing delivery.
- Timescales including phasing and interdependencies.
- The role of masterplanning, strategic and local development planning.
- Infrastructure first in practice – including financing and delivery of significant new education infrastructure; and transport infrastructure including major road and rail hubs.
- Land remediation solutions.
- Community involvement in placemaking.



Winchburgh Landscape and Community Resource Plan

- Proposed residential development areas
- Proposed employment areas
- Proposed schools
- Existing schools
- Proposed public parks
- Existing public parks
- Proposed community facilities
- Existing community facilities
- Proposed path network
- Proposed rail station
- Proposed Park & Ride

Winchburgh Developments Ltd
 Winchburgh Masterplan
 1:5000 @ A1
 March 2022



2.0 MINUTE OF PREVIOUS MEETING

Meeting No: 1
Date and Time: 14th June 2023; 14:30-16:30
Place: COSLA, Edinburgh

Attendees

Joint Chairs

Fiona Simpson, Scottish Government
Tony Rose, Scottish Futures Trust

Core Group

Richard Ballantyne, British Ports (online)
Susan Campbell, Scottish National Investment Bank
David Cowan, Scottish Government
Pam Ewen, Heads of Planning Scotland
John Hamilton, Winchburgh Developments
Soren Jensen, Infrastructure Transparency (online)
Martin McKay, Clyde Gateway
Francesca Osowska, NatureScot
Ailsa Raeburn, Community Land Scotland (online)
Rachel Skinner, WSP (online)
John Trower, Optiminity (online)
Sara Thiam, Scottish Council for Development and Industry
Hamish Trench, Scottish Land Commission
Kat White, Scottish Government
Jane Wood, Homes for Scotland

Support

Emma Cairns, Scottish Government (online)
Andy Kinnaird, Scottish Government
Steven Mackie, Scottish Government
Suzanne Stephen, Scottish Government
Carrie Thomson, Scottish Government (online)
Greg Walker, Scottish Government (online)
Lynne Ward, Scottish Futures Trust

Apologies

Iain Docherty, Stirling University
Scott Mathieson, Scottish Power Energy Networks
Pauline Smith, Development Trust Association Scotland

Item	Topic	Action
1.	Welcome	
	<p>FS welcomed everyone to the first meeting and explained the meeting would be co-chaired. The group members introduced themselves, noting their interest areas.</p> <p>FS requested that the members notify the Secretariat of any Declarations of Interest after the meeting.</p>	All: Members to provide any relevant Declarations of Interest
2.	How we got here – background & Purpose	
	<p><u>Background</u></p> <p>TR introduced this section of the meeting, noting there is a broad history that has set the basis for this group. Three introductory presentations set out this history and current priorities: including key planning milestones towards NPF4; the Infrastructure Commission for Scotland and the Infrastructure Investment Plan priorities; and Place Based Investment founded in the Place Principle.</p> <p>There was a discussion of how the group could support the aims of these three priority areas.</p>	
	<p><u>Purpose & Objectives</u></p> <p>There was good discussion on the draft purpose and objectives of the group as set out in Paper 1, with focused suggestions on how to refine these.</p> <p>There was discussion on the timescales that the group is working to, the relationship to NPF4, the ambition of the group, and measures of success.</p> <p>There was consensus that the work of the group: is embedded within wider policy; is focused on good delivery; supports change at pace as well as exploring longer term improvement; is supported by transparent and quality data; and is clearly defined.</p>	<p>Secretariat: Refine Paper 1 incorporating as appropriate recommendations and re-circulate for next meeting.</p> <p>All: Members to consider volunteering to support development of Monitoring & Evaluation paper, including identifying draft measures of success.</p>
	<p>Members were advised that a PIPAG social media announcement will be put out this week, including identifying who are members of the group.</p>	All: The group were asked to advise if they have any issue in the announcement on membership going out later this week.

Item	Topic	Action
	<p><u>Governance & Structure</u></p> <p>It was confirmed that the group are members of PIPAG in a personal capacity, not representing their organisations. The proposed hub and spoke approach, detailed within Paper 1 was agreed to be a good governance model.</p> <p>There was discussion around the membership of the group, with some noting not all of those involved in infrastructure have been included. It was acknowledged however that ensuring the group was a manageable size and facilitated activity was important. The reference group can be updated as work progresses.</p>	<p>All: The group were also asked to advise if there was anyone missing from the reference group.</p>
	<p>The timeframe for the group was discussed including the value of a shorter more intense model. It was agreed that there would be benefit in a multi-year approach initially, aligning with the IIP timeframes, ensuring NPF4 and Place priorities can influence the next IIP sufficiently.</p>	
3,	Initial Priorities for PIPAG	
	<p>Initial priority themes from Paper 3 were discussed. There was a desire for activities to be driven by identified barriers to delivery, using practical project successes and challenges to support this. A number of good practice models were discussed. Finding a balance of shorter term priorities with medium-longer-term activities was felt to be important. This was particularly relevant in supporting LDP development.</p>	<p>All: Provide written feedback on the papers by end of June, including written feedback on the themes presented in Paper 2 on Infrastructure First, to help evaluate the short, medium and longer term activities for the group.</p> <p>Secretariat: Update all papers for next meeting, following feedback.</p> <p>Secretariat: Add agenda item to next meeting on identifying quick wins from the Infra First paper</p>
4.	Next Steps and Round Up	
	<p>The format of the next meeting was discussed with a desire that more time be given to identify priorities, using practical projects and solution to guide this. The potential for a full-day session was proposed.</p>	<p>Secretariat: review whether a full development day can be set up.</p>

Item	Topic	Action
	<p>The group were thanked for their valued and passionate contribution.</p> <p>The group were asked to note that the next meeting of the group is scheduled for 7 September in Winchburgh (approx. 10:00 – 16:00). Timings and agenda will be confirmed in the coming weeks.</p> <p>Members are also asked to keep the afternoon of 12 December free for the third meeting of the group.</p>	<p>Secretariat: identify agenda including possible speakers for the next meeting.</p>

3.0 ACTIONS FROM PREVIOUS MEETING

	Arising	Action	By	Due	Status
1	14/6/23	Members to provide any relevant Declarations of Interest	Group	By 07/09/23	Outstanding
2	14/6/23	Refine Paper 1 incorporating as appropriate recommendations and re-circulate for next meeting.	Sec	07/09/23	Completed
3	14/6/23	Members to consider volunteering to support development of Monitoring & Evaluation paper, including identifying draft measures of success.	Group	By 07/09/23	Outstanding
4	14/6/23	The group were asked to advise if they have any issue in the announcement on membership going out later this week.	Group	19/06/23	Completed
5	14/6/23	The group were also asked to advise if there was anyone missing from the reference group.	Group	19/06/23	Completed
6	14/6/23	Provide written feedback on the papers by end of June, including written feedback on the themes presented in Paper 2 on Infrastructure First, to help evaluate the short, medium and longer term activities for the group.		30/06/23	Completed
7	14/6/23	Update all papers for next meeting, following feedback.	Sec	07/09/23	Completed
8	14/6/23	Add agenda item to next meeting on identifying quick wins from the Infra First paper	Sec	07/09/23	Completed
9	14/6/23	review whether a full development day can be set up.	Sec	End Dec 23	Outstanding
10	14/6/23	identify agenda including possible speakers for the next meeting.	Sec	07/09/23	Completed

4.0 SITE VISIT DISCUSSION: CASE STUDY TEMPLATE

Topic	Issues to record in reporting	Questions for group members to consider
Scenario	Set out background to the scenario / the story of the place, development and infrastructure	<ul style="list-style-type: none"> Who is driving development – lead and partners? What is being delivered and who will it benefit? What are the headline challenges and issues raised by the scenario? How typical / unique is the case study example of comparators? What was the development programme? How did it fit with development planning? What are the future plans for the area?
Infrastructure types involved	E.g. roads, public transport, active travel, education, health, blue-green infrastructure, water, drainage, sewerage, electricity, heat, grid infrastructure and energy networks, digital, telecommunications	<ul style="list-style-type: none"> What types of infrastructure are involved in the scenario? How was each component planned and delivered - when, who and how? What components were needed and when? What were the estimated / final costs? What funding / finance mechanisms were used? Was there an associated need for off-site strategic infrastructure in addition to onsite provision?
Infrastructure providers involved (role / responsibilities / engagement)	<p>Organisation relations map showing partners / infrastructure providers and relationships between them.</p> <p>Project timeline (annotated) identifying issues and partners, delays and milestones</p>	<ul style="list-style-type: none"> How did infrastructure providers work with developer/ planning authority to support delivery? Were providers working independently or together? At what stage in the process did issues arise? What structure of approach did each infrastructure provider take – e.g. MoU, investment planning? What issues arose from protocols or ways of working of infrastructure providers?
Issues and challenges arising	Collate and set out infrastructure challenges for each infrastructure component: Finance / funding Timing / sequencing / phasing Viability impacts / Ownership / Responsibility Technical challenges Planning Community / stakeholder	<ul style="list-style-type: none"> What were the most difficult issues to resolve? Where were the sticking points / significant problems or barriers to delivery Were problems identified at a particular stage of the infrastructure lifecycle? Were there issues with phasing? Were there funding or financing gaps? What barriers remain?

Topic	Issues to record in reporting	Questions for group members to consider
	Other	
Solutions	Identify solutions found to address challenges arising.	<ul style="list-style-type: none"> • What worked well in this case? • Who helped to find solutions? • Can we improve on this in other cases? • Are there transferable and scalable solutions?
Learning points for partners	Key points for specified partners (SG, local authorities, key agencies, infrastructure providers etc.)	<ul style="list-style-type: none"> • What are the learning points? • Are these issues shared in similar scenarios or unique to this case? • Who can learn from this? • How can practice evolve in response to learning points? • What outstanding challenges do we want to consider?
Questions to follow up on with reference group members	Issues for specific members or groups of members to consider and report to the group on.	<ul style="list-style-type: none"> • Who do we want to engage with to develop recommended solutions / practice advice?
Actions	Set out next steps for secretariat to follow up on e.g. focused paper exploring issues in greater depth, sub group / further liaison with reference group, highlighting to SG programme leads etc.	

5.0 UPDATED PAPER SETTING OUT PURPOSE & OBJECTIVES (FOR NOTING ONLY)

BACKGROUND

National Planning Framework 4 (NPF4) was adopted by the Scottish Ministers and published on 13 February 2023, following approval by the Scottish Parliament on 11 January 2023. Published alongside NPF4, the Delivery Programme¹ (version 1 - November 2022) demonstrates the clear ambition to deliver on NPF4. The Delivery Programme will guide how NPF4 will be implemented by all relevant stakeholders.

Planning, infrastructure and place are clearly interdependent. Recognising this, the Delivery Programme commits to establishing a new Planning, Infrastructure and Place Advisory Group (PIPAG) which will play a critical role in supporting collaboration, alignment and delivery.

1. SCOPE

Purpose and objectives

Being clear from the beginning what success will look like for PIPAG will provide a framework to measure and assess priorities and progress. This requires considering its purpose and objectives, as well as key areas for collaborative working.

The strategic purpose of the group is to support joined-up, timeous, place-based delivery of development and infrastructure in Scotland based on best evidence in order to achieve Scotland's ambitions for a wellbeing economy.

Its objectives are to:

- advise on the delivery of **National Planning Framework 4**;
- provide strategic input to the development of the next **infrastructure investment plan**;
- advise on prioritisation and targeting of public and private investment to optimise outcomes and achieve **place-based transformational change** and identify gaps in funding and finance;
- guide **improved alignment and integration** of place-based and spatial approaches in public and private sector decision-making;
- demonstrate what good infrastructure delivery looks like and promote **innovation and best practice**.

To achieve this, the group will:

- review progress in delivering the spatial strategy, National Developments and national planning policy set out in NPF4;
- visibly champion delivery and challenge decision-makers to consider new ways of working, in the spirit of public service reform;
- identify issues and blockers to development, regeneration and implementation of an infrastructure first approach in practice;

¹ <https://www.transformingplanning.scot/media/3136/national-planning-framework-4-delivery-programme-for-publication-2-november-2022.pdf>

- identify, explore and share solutions and scope for innovation to overcome barriers to development and infrastructure delivery, including by applying the Place Principle in practice; and
- reflect on the impacts and opportunities arising from wider change, including the implications of wider Scottish Government policy and programmes as they evolve.

Definition of Infrastructure

Infrastructure is: “The physical and technical facilities, natural and other fundamental systems necessary for the economy to function and to enable, sustain or enhance societal living conditions. These include the networks, connections and storage relating to the enabling infrastructure of transport, energy, water, telecoms, digital and internet, to permit the ready movement of people, goods and services. They include the built environment of housing; public infrastructure such as education, health, justice and cultural facilities; safety enhancement such as waste management or flood prevention; natural assets and networks that supply ecosystem services and public services such as emergency services and resilience.” (Infrastructure Investment Plan for Scotland 2021-22 to 2025-26).

For the purposes of applying the Infrastructure First policy in NPF4, the following meaning of infrastructure will apply:

- communications – including digital and telecommunications networks and connections;
- existing and planned transport infrastructure and services;
- water management – supply, drainage systems and sewerage (including flood risk management);
- energy supplies/energy generation – including electricity and heat networks, distribution and transmission electricity grid networks, and gas supplies;
- health and social care services – including both services provided in the community directly by Health Boards and services provided on their behalf by contractors such as GPs, dentists and pharmacists;
- education – including early years, primary, secondary, further and higher education services;
- green and blue infrastructure; and
- spaces for play and recreation.

2. GOVERNANCE AND STRUCTURE

Chair and Secretariat

The group will initially be co-chaired by Fiona Simpson, Chief Planner and Director of Planning Architecture & Regeneration Division, and Tony Rose, Director of Strategy, Place & Economy, Scottish Futures Trust. Chairing will be held under review as the programme develops, with potential for rotation to involve other directly relevant senior officials as appropriate.

SG and SFT will jointly resource a secretariat to organise meetings, co-ordinate reporting and any other administrative duties. This support will extend to appropriate workstreams as needed. Members are expected to be available to support targeted and specific activity in between meetings and at times lead on or support the drafting of meeting papers.

Membership

The group has intentionally been established with a smaller core group of members, supported by a larger reference group. The core group members have been invited in a personal capacity based on expertise. The reference group includes representative from a wide range of organisations who have a direct role and/or experience of infrastructure delivery. The membership is attached at **Appendix A**.

Depending on the breadth of the programme of activities, additional short-life groups or time-limited membership may allow the work of the group to explore specific issues in more detail - a 'core and hub' approach to delivery. Where a short life working group is required to take forward more detailed and wide-ranging work, the core group will consider the appropriate make up of working groups, likely to be drawn from the reference group.

The Group will engage with additional stakeholders as required and will invite others to participate in the reference group as and when gaps are identified.

Meeting Schedule

The group will meet quarterly, with workplan activities progressing, including through smaller / extended / subject-focused sub-groups between meetings as needed. The group will aim to meet in person where possible, and meetings may include themed site visits to prompt discussion and use experience to develop a better understanding and possible solutions.

The Group is expected to operate to 2025-26 to align with the next Infrastructure Investment Plan.

Reporting

Reporting will be lean and purposeful.

The Secretariat will ensure the reference group are kept up to date with the core group activities and vice versa. The Secretariat will ensure that the groups activities are transparent, providing updates online.

The Secretariat will also draw upon the group's activities to provide regular reports to relevant Cabinet Secretaries and Ministers (recognising the work extends across a number of portfolios). Outputs will also be shared with relevant senior officials across the Scottish Government including through existing and future internal SG Boards and external groups as appropriate. Boards and external groups could include those relating to land use, infrastructure, transport, energy, housing, construction and place policy development.

3. INITIAL PRIORITY WORK AREAS

Given varying timescales and programmes of work on planning, infrastructure and place, the group is expected to focus on different programmes and policies at different points in time. Prioritisation and phasing of the work programme will be required.

In the initial stages the core group will explore issues and challenges by considering a range of scenarios to help identify issues arising for different places and contexts. This will help the group to explore solutions that focus on the priority problems being experienced in practice. Early discussions with group members have highlighted a range of scenarios or settings where it would be particularly useful to explore delivery challenges. By taking a spatial approach, the group will be well placed to bring together different types of infrastructure and consider the challenges and opportunities for place-based delivery of development, regeneration and infrastructure. Group members may wish to engage particularly in areas of interest, and it is expected each scenario will lead to questions and issues to be explored further with the wider reference group.

The next substantive meetings of the core group will therefore focus on four distinct scenarios which reflect some of the key priorities for National Planning Framework 4:

- September 2023: **Delivery of a new settlement / major housing** – Winchburgh - housing delivery, infrastructure first, placemaking with local living.
- December 2023: **Interim meeting** to review and discuss approach to group activities / discussions (online only) and undertake shared learning / stocktake of wider governance, work to date, and key areas e.g. international lessons, local development planning and heat networks.
- February 2024: **Delivery in a brownfield land setting** – Granton – housing delivery, heat networks, culture, climate adaptation, regeneration and placemaking
- May 2024: **Delivery in a rural setting** – location tbc – low carbon infrastructure, rural development, ports and harbours
- August 2024: **Delivery in a town centre setting** – location tbc – conversions, repurposing, town centre living, alternative uses, infrastructure requirements.

At each meeting the group would visit the area (optional), then come together as a hybrid meeting to hear from key players involved, consider issues and challenges as well as solutions, and discuss a range of questions which would lead to reporting, using a broadly consistent template as set out below.

Topic	Issues to record in reporting	Questions for group members to consider
Scenario	Set out background to the scenario / the story of the place, development and infrastructure	<ul style="list-style-type: none"> Who is driving development – lead and partners? What is being delivered and who will it benefit? What are the headline challenges and issues raised by the scenario? How typical / unique is the case study example of comparators? What was the development programme? How did it fit with development planning? What are the future plans for the area?
Infrastructure types involved	E.g. roads, public transport, active travel, education, health, blue-green infrastructure, water, drainage, sewerage, electricity, heat, grid infrastructure and energy networks, digital, telecommunications	<ul style="list-style-type: none"> What types of infrastructure are involved in the scenario? How was each component planned and delivered - when, who and how? What components were needed and when? What were the estimated / final costs? What funding / finance mechanisms were used? Was there an associated need for off-site strategic infrastructure in addition to onsite provision?
Infrastructure providers involved (role / responsibilities / engagement)	<p>Organisation relations map showing partners / infrastructure providers and relationships between them.</p> <p>Project timeline (annotated) identifying issues and partners, delays and milestones</p>	<ul style="list-style-type: none"> How did infrastructure providers work with developer/ planning authority to support delivery? Were providers working independently or together? At what stage in the process did issues arise? What structure of approach did each infrastructure provider take – e.g. MoU, investment planning? What issues arose from protocols or ways of working of infrastructure providers?
Issues and challenges arising	Collate and set out infrastructure challenges for each infrastructure component: Finance / funding Timing / sequencing / phasing Viability impacts / Ownership / Responsibility Technical challenges Planning Community / stakeholder Other	<ul style="list-style-type: none"> What were the most difficult issues to resolve? Where were the sticking points / significant problems or barriers to delivery Were problems identified at a particular stage of the infrastructure lifecycle? Were there issues with phasing? Were there funding or financing gaps? What barriers remain?
Solutions	Identify solutions found to address challenges arising.	<ul style="list-style-type: none"> What worked well in this case? Who helped to find solutions?

Topic	Issues to record in reporting	Questions for group members to consider
		<ul style="list-style-type: none"> • Can we improve on this in other cases? • Are there transferable and scalable solutions?
Learning points for partners	Key points for specified partners (SG, local authorities, key agencies, infrastructure providers etc.)	<ul style="list-style-type: none"> • What are the learning points? • Are these issues shared in similar scenarios or unique to this case? • Who can learn from this? • How can practice evolve in response to learning points? • What outstanding challenges do we want to consider?
Questions to follow up on with reference group members	Issues for specific members or groups of members to consider and report to the group on.	<ul style="list-style-type: none"> • Who do we want to engage with to develop recommended solutions / practice advice?
Actions	Set out next steps for secretariat to follow up on e.g. focused paper exploring issues in greater depth, sub group / further liaison with reference group, highlighting to SG programme leads etc.	

APPENDIX A: PIPAG MEMBERSHIP

PIPAG includes a **core group** and a wider **reference group**.

Members of the core group have been selected on the basis of their personal experience and expertise in a range of areas including: construction, regulation, place-based work, community development, sustainability, financial expertise and on the ground delivery. A range of geographical interests were also included. The core group provides a focal point for defining and taking forward a prioritised and phased work programme, which the broader reference group can contribute to as appropriate. Their input is expected on a personal basis, rather than in a representative capacity.

- Richard Ballantyne, British Ports
- Susan Campbell, Scottish National Investment Bank
- David Cowan, Scottish Government
- Iain Docherty, Stirling University
- Pam Ewen, Heads of Planning Scotland
- John Hamilton, Winchburgh Developments
- Soren Jensen, Infrastructure Transparency
- Scott Matheson, Scottish Power Energy Networks
- Martin McKay, Clyde Gateway
- Francesca Osowska, NatureScot
- Ailsa Raeburn, Community Land Scotland
- Tony Rose, Scottish Futures Trust
- Fiona Simpson, Scottish Government
- Rachel Skinner, WSP
- Pauline Smith, Development Trust Association Scotland
- Sara Thiam, Scottish Council for Development and Industry
- Hamish Trench, Scottish Land Commission
- John Trower, Optimity
- Kat White, Scottish Government
- Jane Wood, Homes for Scotland

The reference group brings together representative bodies and members of the previously convened Infrastructure Advisory Group and other interested parties. It will primarily run as a virtual group through correspondence, with members being invited to join specific meetings of the core group as appropriate. This can evolve and reach beyond the organisations below – for example it is expected that it will be useful to draw in further expertise in areas such as funding and finance.

Representatives from the following organisations have agreed to participate in the reference group:

- Greenspace Scotland
- Homes for Scotland
- Institution of Civil Engineers
- John Muir Trust
- Key Agencies Group
- Mobile UK
- Moray Estates
- Network Rail

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- Openreach Ltd
 - Planning Aid Scotland
 - Royal Town Planning Institute
 - Royal Institution of Chartered Surveyors
 - Salmon Scotland
 - Scottish Environment Protection Agency
 - Scottish Power Energy Networks
 - Scottish Property Federation
 - Scottish Renewables
 - Scottish Water
 - Society of Local Authority Lawyers & Administrators in Scotland
 - Tactran
 - Transport Scotland
 - UK Infrastructure Bank
 - Virgin Media
 - Zero Waste Scotland

6.0 INFRASTRUCTURE FIRST – UPDATED PAPER FOR DISCUSSION (SFT)

An introduction to Infrastructure First

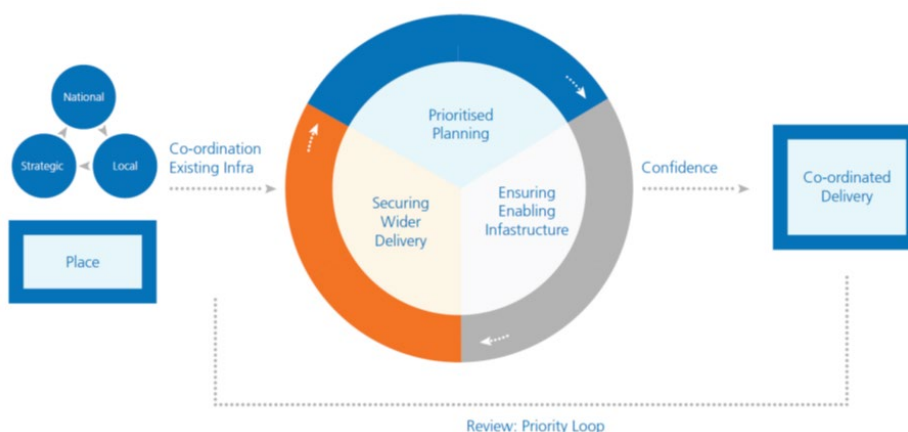
As an example of an area of initial focus for PIPAG, is suggested that the group could usefully explore and develop a fuller understanding of ‘Infrastructure First’, building on work previously undertaken to consider this and reflecting the wide interest and sectoral breadth of this area. In order to inform this discussion, this paper sets out some background to the concepts of Infrastructure First based on how it is framed in the context of NPF4; a summary of previous work undertaken to explore the concept and delivery challenges associated with it; a proposed approach for the group to take work forward.

Background

An Infrastructure First approach means identifying and addressing the infrastructure capacity and requirements arising from a development(s), including their impacts and needs (on a combined basis) at a local, strategic and national basis. Infrastructure considerations should be at the heart of placemaking.

Infrastructure and related activity may range from elements such as land remediation and preparation through to delivering schools and community facilities to roads and roundabouts and newer types of assets such as low carbon solutions and digital connectivity. This is essentially a broad definition of infrastructure and how it supports wider activity. At the core of the Infrastructure First Approach is the concept of bringing together a collaborative culture and delivery mechanism which inherently understands the relationship between plan making, the principles of place, and the funding and financing commitments needed to bring forward coordinated delivery.

The flow diagram below captures the Infrastructure First Approach and what it seeks to achieve.



The approach identifies that infrastructure delivery sits across the National, Strategic (or regional) and Local level and these all impact on the shape and development of Place.

NPF4 Context

The principles of Infrastructure First are embedded within NPF4 as set out below.

Policy Intent:

- To encourage, promote and facilitate an infrastructure first approach to land use planning, which puts infrastructure considerations at the heart of placemaking.

Policy Outcomes:

- Infrastructure considerations are integral to development planning and decision making and potential impacts on infrastructure and infrastructure needs are understood early in the development planning process as part of an evidenced based approach.
- Existing infrastructure assets are used sustainably, prioritising low-carbon solutions.
- Infrastructure requirements, and their planned delivery to meet the needs of communities, are clear.

Local Development Plans

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.

Plans should align with relevant national, regional and local infrastructure plans and policies and take account of the Scottish Government infrastructure investment hierarchy and sustainable travel and investment hierarchies in developing the spatial strategy. Consistent early engagement and collaboration between relevant stakeholders will better inform decisions on land use and investment.

Policy 18

a) Development proposals which provide (or contribute to) infrastructure in line with that identified as necessary in LDPs and their delivery programmes will be supported.

b) The impacts of development proposals on infrastructure should be mitigated. Development proposals will only be supported where it can be demonstrated that provision is made to address the impacts on infrastructure.

Where planning conditions, planning obligations, or other legal agreements are to be used, the relevant tests will apply. Where planning obligations are entered into, they should meet the following tests:

- be necessary to make the proposed development acceptable in planning terms
- serve a planning purpose
- relate to the impacts of the proposed development
- fairly and reasonably relate in scale and kind to the proposed development
- be reasonable in all other respects

Planning conditions should only be imposed where they meet all the following tests. They should be:

- necessary
- relevant to planning
- relevant to the development to be permitted
- enforceable
- precise

- reasonable in all other respects

What do we mean by infrastructure?

For the purposes of this paper, infrastructure and associated assets can be thought of in two distinct groups; firstly the tradeable assets or developments that are being considered, and secondly the assets or infrastructure that are required to enable that development. Examples of these are provided below:

Tradeable assets/developments

- Commercial property eg shopping centre, supermarket, offices, warehouses, business units
- Residential property of all tenures and types

Enabling Infrastructure

(Primarily) Public Assets

- health and social care services – including both services provided in the community directly by Health Boards and services provided on their behalf by contractors such as GPs, dentists and pharmacists;
- education – including early years, primary, secondary, further and higher education services;
- Roads and other transport; and
- water management – supply, drainage systems and sewerage (including flood management)

Land

- Land assembly and remediation
- green and blue infrastructure;
- spaces for play and recreation.

Utilities

- energy supplies/energy generation – including electricity and heat networks, distribution and transmission electricity grid networks, and gas supplies;
- communications – including digital and telecommunications networks and connections;

Delivering enabling infrastructure

A key component of the Infrastructure First approach is to understand the wider enabling infrastructure requirements associated with development in the wider context of the place / local development plans. With a plan led system, the collaboration between local authorities and Infrastructure Providers (IPs), alongside engagement with developers promoting sites and landowners, is essential to a well-functioning system. Inconsistency in such an approach can cause delivery and/or decision making challenges.

It should also be noted that the term IP can also apply to local authorities and the key public sector agencies. Again, their collaboration as IPs is key to understanding the wider infrastructure need to enable and support delivery.

Broadly, planning authorities are required to consult with those IPs classed as statutory undertakers on proposed development plans which should in theory drive a more coordinated approach to linking

prioritisation of place and infrastructure delivery and thereby enabling better certainty to price and cost future growth propositions/interventions. There are of course other IPs who do not have this statutory undertaker classification.

Ultimately, if increased levels of development are to be achieved, it will also be incumbent upon IPs to support and accommodate the strategic expansion of infrastructure to accommodate housing and commercial growth. This raises the question as to the barriers and constraints which prevent a more integrated approach between IPs and local authorities.

A deeper understanding of how IPs manage their statutory obligations and their currently enshrined approaches to infrastructure, can help facilitate a shared understanding of the barriers and constraints they face, the regulatory environment they work within and a common set of themes to delivery which can be recognised across all infrastructure asset classes.

The resultant benefits of having a more proactive understanding of IPs is to use this to drive synergies in the direction of place and thus prioritisation which coordinates with those capital investment programmes of the IPs and is cognisant at an early stage of the funding and delivery profile of those works identified. This then allows a better understanding and certainty of resource.

The challenges faced by the IPs can be categorised into common themes which manifest across the different asset classes and some that are unique to one particular asset class. The following provides an assessment^[1] of some of those themes and challenges, as well as identifying some of the benefits of addressing those.

Common Themes & Challenges

The below seeks to provide an overview of the key themes and challenges that have been observed. Bringing these elements together will allow further thought and work to be undertaken to again enhance the approach to delivering infrastructure and how the public sector and IPs work together efficiently to focus resources.

Engagement

Engagement is a key requirement of successful collaboration with any IP, whether externally or internally. It was recognised that having an identified contact within an organisation is an important first step in considering matters or initiating steps to unblock issues. Likewise, adopting 'open door' policies facilitates discussions. Within the public sector, this also manifests itself as greater collaboration between internal teams such as finance, planning and education.

Engagement also ensures that infrastructure and investment requirements for promoted and allocated sites are known. It also reduces uncertainty around the timing of funding and delivery for those elements that are prioritised.

Information Exchange

The way in which information is exchanged can enhance how parties can collaborate. This can extend to the sharing of plans or access to digital mapping databases which can bring a deeper understanding

of the respective operational and non-operational assets held by IPs. Alignment of plans with a local authority's development plan would also enable a more informed approach to prioritisation.

Knowledge and Intelligence

In broad terms, a more cohesive relationship with IPs can be developed through exchange of knowledge and intelligence on matters ranging from corporate governance, capital investment priorities and approaches, asset mapping, operational constraints and regulatory restrictions.

Housing Targets driving Capacity Constraints

The wider policy context to drive up economic activity and house building numbers, coupled with the plan led system, provide a cumulative impact on the capacity and capability of existing infrastructure and identifies where new infrastructure would be required. As highlighted above, a clearer understanding of this and its potential prioritisation can allow enhanced planning and engagement and the focussing of resources.

Identifying Funding Shortfalls

In many instances, developer contributions don't fully cover the costs of required new infrastructure, and assistance is essentially required to resolve sites which are unviable, preventing delivery. This means that public sector resources may need to be called upon. This can be a further challenge where authorities do not have leverage to ensure that planning permissions lead to development delivery. Ultimately, a better understanding of this allows a greater capability to focus such resources (particularly in the currently constrained fiscal environment). It also allows, as detailed later, consideration of how different land value capture tools could be utilised to support the delivery of enabling infrastructure, including requirements arising from the cumulative effects of development at a scale beyond the site and immediate surroundings.

Consistency of Approaches

Having a consistent approach to establishing capacity, need and appropriate solutions would be beneficial, particularly in relation to education, where provision is much more fragmented than for other asset classes (i.e. there being 32 local authorities). Negotiations and uncertainty ultimately will lead to delay and disputes. Consistency and considering how the key issues can be addressed and considered is paramount to achieving successful outcomes.

Timing & Phasing

Timing and phasing of development is also important for projecting and agreeing infrastructure need: this needs to be considered and understood, again with consistent approaches applied by the public sector. As discussed later, timing also affects s75 contributions as they are agreed at a certain point in time based on the information available.

Developer Contributions

Several local authorities do not seek developer contributions for certain types of infrastructure due to concerns over viability. Conversations with these local authorities differ from those authorities that do seek contributions. However, many of the same issues persist whether contributions are sought or not, as instead of negotiating with developers over contributions, they find themselves having to

justify any spend to their finance colleagues. This is the same for those authorities who do seek contributions, but where these contributions do not cover the full costs of the infrastructure need.

Measuring the Outcomes of Infrastructure

Often when the public sector (and others) consider the impacts and benefits associated with infrastructure these are considered on differing bases. Whilst this allows a balance of focus between economic and social factors, it does mean that the alignment of different asset classes being considered in different ways can cause conflicts: for instance when looking at the justification for housing vs economic investment vs transport within a strategic site – the models which consider their impact can often be different and provide different outcomes to deliver an overarching strategic solution. Thought therefore needs to be given as to what are the overarching principles which should drive infrastructure investment, and indeed how are these influenced by Place.

Resources, skills and working practise

Developing sustainable places is no simple task, requiring a range of resources in which the right skills cannot be underplayed and are increasingly multi-disciplinary in nature. Places have complex and changing needs, covering not only the infrastructure, but the people, services and assets at their heart. The infrastructure component cannot sit in isolation from this wider picture, therefore the skills to support sustainable places needs to also reflect this position. For example, we know confidence and experience in use of compulsory powers and proactive approaches to land assembly varies widely across public authorities. Across the sector (public and private) the experience and skills do exist, and would benefit from being pulled together in flexible ways and collaborative ways.

The Benefits of Addressing Challenges

By considering and addressing the above, the following outcomes could be achieved:

- Accelerated delivery of development and ‘unblocking’ of development sites;
- A greater collective understanding is achieved and increases the potential for resource collaboration ;
- Greater clarity and understanding around specific development sites, whilst also allowing greater clarity around coordination and how efficiency could be achieved for IPs by potentially working together;
- Engagement can inform a plan led process – essentially the more information, knowledge and data available – this allows a more accurate, informed, deliverable plan (regardless of spatial level to be developed); and
- Engagement enables a greater understanding of the regulatory processes of the IPs for the public sector. This understanding should be further developed, alongside understanding whether the regulatory environment can be address investment phasing e.g. future-proofing of infrastructure and its capacity and / or timing of further upgrades.

Future focus for PIPAG

Building on this paper, the discussion at PIPAG1 and subsequent feedback, the following approach is proposed to consider how best to take forward and address the challenges and opportunities in relation to Infrastructure First:

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1. *Look at existing best practise*
 - Develop a good understanding of “what good looks like” through a series of case studies
 - For each case study establish the characteristics for delivery, funding etc; identify the initial barriers and challenges and how these were addressed

 2. *Scenario approach to future enhancements*
 - Develop a set of spatial or situational scenarios Such scenarios could include rural repopulation, brownfield development, town or city centre regeneration.
 - Across each of the identified scenarios, consider the range of themes and challenges identified above and from the Case Studies to explore the degree of difference/commonality in the delivery challenges and solutions
 - Identify key areas for development and/or change across the scenarios

¹¹ [SFT/Land Commission Report, 2019](#)

10.0 MEETING SCHEDULE

MEETING NO.	DATE	TIME	VENUE	DRAFT THEMES
1.	14 June 2023	14:30-16:30	COSLA, Edinburgh	<ul style="list-style-type: none"> • Background & Purpose • Initial Priorities
2.	7 Sept 2023	10:00-16:00	Winchburgh	<ul style="list-style-type: none"> • Housing delivery • Infrastructure first • Placemaking with local living
3.	12 Dec 2023	TBD	online only	<ul style="list-style-type: none"> • Interim meeting review and discuss approach • Discussions / shared learning • Stocktake of governance, work to date • international lessons • local development planning • heat networks.
4.	8 th Feb 2024	TBD	Granton, Edinburgh	<ul style="list-style-type: none"> • housing delivery • Brownfield setting • heat networks • Culture • climate adaptation • regeneration and placemaking
5.	16 th May 2024	TBD	Rural location tbc	<ul style="list-style-type: none"> • low carbon infrastructure • rural development • ports and harbours
6.	29 th Aug 2024	TBD	Town centre location tbc	<ul style="list-style-type: none"> • Conversions • Repurposing • town centre living, • alternative uses • infrastructure requirements.