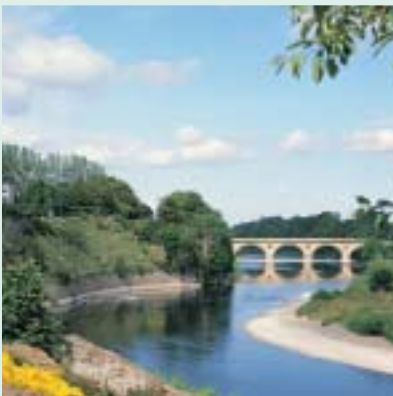


CHAPTER 7 IMPLEMENTATION & MONITORING

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Introduction

7.1 The publication of this Plan is only the first stage in a sustained programme to ensure that the strategy and policies are successfully implemented. The strategy is one of change and growth, offering a number of opportunities for development and investment. The Structure Plan will be implemented primarily by the private sector through applications for development. However, the Council and its partners will have an important role to play in helping create the right conditions for investment, in particular assisting in funding support for infrastructure and services.

Local Plan Review

7.2 The Local Plan is the main mechanism through which the strategic policies of the Structure Plan are taken forward to a detailed level to further inform and facilitate the implementation process. This includes the allocation of sites for development and guidance for all the towns and villages in the Scottish Borders. The Local Plan Review will also develop the Area Strategies for Central, Northern, Eastern and Southern Borders.

7.3 In terms of geographical priorities for Local Plan preparation, the following are the key considerations which will drive the process:

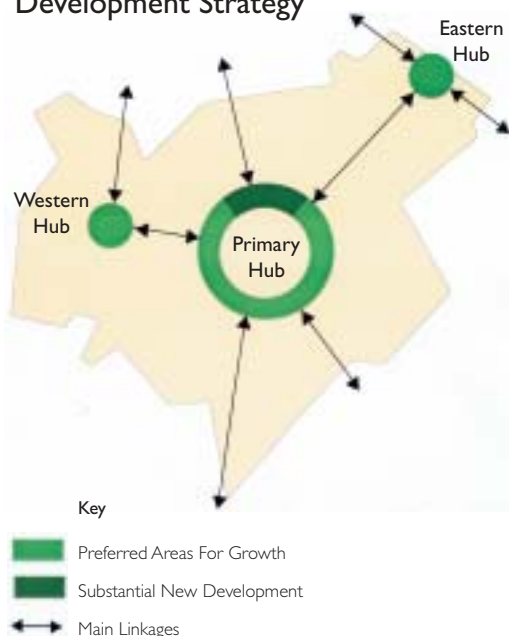
Areas identified for growth in the Structure Plan

- ◆ the Primary Hub in the Central Borders comprising the towns of Galashiels, Melrose, Kelso, Jedburgh, Hawick and Selkirk
- ◆ an area for substantial development within the Galashiels-Melrose-St Boswells corridor
- ◆ the Eastern hub focussed on Eyemouth - opportunities for development to be found in the Eyemouth/Duns/Berwick-upon-Tweed triangle
- ◆ the Western development hub focussed on Peebles - opportunities for development to be found in the Peebles/Innerleithen/Central Borders axis
- ◆ no substantial development is planned in the Eastern or Western hubs within the Structure Plan period (2001-2011) but opportunities for longer term growth will be considered, dependent upon progress on railway services.

Priority areas for regeneration

- ◆ the Council's current approved priorities for area regeneration and investment are the communities of Hawick, Selkirk, Innerleithen/Walkerburn, Eyemouth/East Berwickshire and Coldstream.

Scottish Borders Development Strategy



- ◆ current additional priorities for town centre enhancement comprise Galashiels, as a possible future priority area for regeneration, and Kelso, reflecting recent retail and industrial investment.

Availability of a 5 year housing land supply

- ◆ Government policy guidance requires the availability of a 5 year supply of housing land at all times. The table below indicates that there is currently a 5 year housing land supply in all housing market areas except the Central Borders which includes Galashiels, Selkirk and Melrose. The supply is also close to 5 years in the North Tweeddale Housing Market Area. Interim policy guidance is therefore needed to bridge the gap until the availability of new local plan guidance.

Table 7.1 Effective Housing Land Supply (in years)

Housing market area	Approximate Years Supply
Berwickshire	6.6
Central Borders	4.3
North Roxburgh	18.2
South Roxburgh	10.2
South Tweeddale	6.7
North Tweeddale	5.3
North Ettrick & Lauderdale	15.0

Source : Scottish Borders Council. Figures are as at 1999, based on the housing land requirement compared with the effective housing land supply (see Table 4.6).

POLICY P1 Substantial Development Area

Land for substantial development to meet the housing land requirement for the Central Borders Housing Market Area will be identified within the Galashiels-Melrose-St Boswells corridor as part of the Local Plan Review.

POLICY P2 Interim Housing Policy Guidance

The Council will bring forward interim policy guidance in advance of the Local Plan Review to cover the housing market areas of Central Borders and North Tweeddale.

7.4 Table 7.2 at the end of the chapter lists the key tasks arising from the Structure Plan which must be implemented through the Local Plan.

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Consistent Decision Making

- 7.5 The control of development through decisions on planning applications is one of the most important implementation mechanisms for the Structure Plan. Successful implementation of the strategy requires the Council to help provide certainty for developers, investors and the public by making consistent decisions that are in accordance with the approved strategy. Furthermore, because the strategy to refocus commuter demand and to create a critical mass of population in the Central Borders is a long term approach, so decision making too must be consistent over a long period of time.
- 7.6 Decision-making in line with the approved strategy means giving particular support to development proposals in the areas for planned growth as outlined in paragraph 7.3. The level of demand at any point in time is finite; therefore, ensuring that development goes to the areas planned for growth may also require development restraint in the Northern Borders. Here, the approach is to reduce the growth in housing completions and to guide demand southwards. This requirement for restraint will apply particularly to the North Tweeddale Housing Market Area where there will be strict control of windfall development and housing in the countryside proposals.

POLICY P3

Development outwith the Development Hubs

There will be a presumption against substantial development outwith the planned Development Hubs. Development proposals may only be supported outwith the hubs where the scale is appropriate to the locality and provided that the overall strategy is not prejudiced

- 7.7 Decisions on planning applications will also influence resource allocation decisions in areas such as education, leisure and transport.

Promoting Demand

- 7.8 To achieve the scale of growth envisaged and in the locations required by the strategy will require a range of conditions to be in place that will help maintain and stimulate demand for building, construction and investment. These conditions include:
- ◆ a range and choice of housing sites
 - ◆ availability of a range of good quality jobs
 - ◆ a high quality built and natural environment incorporating green space and opportunities for access to the countryside

- ◆ high quality public services including good schools and health services
- ◆ attractive town centres and varied shopping opportunities
- ◆ a range and choice of indoor and outdoor leisure and recreational facilities
- ◆ excellent transport links incorporating a choice of modes of travel
- ◆ high quality information and communications technology

7.9 Providing these facilities to the standard required will have considerable resource implications for the public sector and will need commitment, creativity and drive by private sector investors. Achieving these measures will therefore require a significant and sustained effort on the part of both public and private agencies, working in partnership wherever possible.

Transport and the Railway

7.10 The availability of fast and frequent transport links is a crucial element in implementing the strategy and will be promoted through the Local Transport Strategy process. Action will be needed to improve all modes of transport with the aim of improving accessibility within the Scottish Borders and to locations outwith the region. The restoration of the Borders railway, complemented by improvements to strategic roads as set out in Policies I2, I8 and I9 are vital to promoting the image of the Scottish Borders as a 'connected place', one of the main themes in the Economic Development Strategy. Bus and cycle links within and between the development hubs as well as good quality road links are also important in helping to endorse the hub concept and to increase the ease of accessibility of jobs, services and facilities to residents and visitors. Local transport improvements are costly however and securing them will place significant demands on the Council's resources.

7.11 The Borders rail link, the first phase of which will link Edinburgh and the Central Borders, offers the potential for faster and more convenient journeys than can be achieved by car. This will play a particularly important role in changing perceptions about the accessibility of the Central Borders and will thus help shift the focus of commuter demand southwards. It is considered that without the railway it will be far more difficult to achieve this shift in perception. Progress on the restoration of the Borders railway will therefore be monitored and if necessary an Alteration to the Structure Plan will be promoted incorporating a review of future growth patterns.

Fit with the Edinburgh and Lothians Structure Plan

7.12 It is important that the strategies of adjoining Structure Plan areas are complementary and nowhere is this more important than with the emerging strategy of the Edinburgh and Lothians Structure

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Plan. The Edinburgh and Lothians Structure Plan Review began in 2000 with the publication of a number of options to accommodate the anticipated growth in demand in Edinburgh (described in paragraph 1.10).

7.13 In order to assist the implementation of the Scottish Borders Structure Plan strategy, it will be important that the Edinburgh and Lothians Structure Plan promotes the option of accommodating growth beyond the Lothians as part of an integrated long term strategy for the south east of Scotland. A rail link to the Scottish Borders which, in the longer term, should link south to Carlisle should form part of this strategy together with improved strategic road links. In the short term, the Edinburgh and Lothians Structure Plan can also play a complementary role in accommodating the mobile housing demand which is currently creating commuter housing pressure in the Northern Borders. The strategic aim is to shift commuter demand southwards and to provide a rail link between Edinburgh and the Central Borders and further south.

7.14 The Scottish Borders has the potential to assist the Lothian authorities in providing an adequate range and choice of housing land that will support the projected growth in the job market in Edinburgh. The approach also provides the opportunity to disperse the pressure for employment growth outwith the capital. This strategic approach for a sustainable pattern of growth in south east Scotland crosses existing Structure Plan boundaries and will therefore require appropriate support from the Scottish Executive.

Resources

7.15 The foregoing section has highlighted the public spending consequences of implementing the Structure Plan strategy. At a time of increased resource constraints for the Council and its public sector partners, there is a particular need to make the optimum use of all available resources. Ways in which this can be assisted are through:

- ◆ maintaining a continuing close dialogue between the different service departments of the Council and with external partners. This will help ensure effective corporate working by the Council and compatibility between the strategies of the Council's key partners and the Structure Plan
- ◆ prioritising spending decisions by the Council and its partners in ways that support the locations planned for growth and development. This will affect projects relating to area regeneration, environmental enhancement, transport, schools, leisure and recreation
- ◆ providing assistance 'in kind' to potential developers to help them realise their proposals, for example, the preparation of development briefs

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- ◆ making use of Section 75 agreements wherever feasible and in accordance with legislative guidance, to draw in developer contributions that will ensure high quality development. The areas which could potentially be included in agreements include restoration of the Borders railway and associated infrastructure; other transport infrastructure; water and sewerage infrastructure improvements - including offsite provision; environmental enhancement - including biodiversity; educational, sporting and recreational provision; affordable housing
- ◆ drawing in funds from the European Union under its various programmes, in particular funds under 'Objective 2' which must contribute to the South of Scotland Programme. The lottery is also an important source of project funding. All these external sources do however normally require match funding from the public sector as well as adequate staff resources to manage and monitor the programmes.

7.16 There have been concerns in the recent past about the levels of Government funding given to local authorities, although it is acknowledged that this is being addressed. Local Government in the Scottish Borders does not have the same opportunities as its counterparts in the Central Belt to attract private sector funds. Furthermore, at local government re-organisation in 1996, the Scottish Borders started from a low budget base. Consequently, even if the measures set out in paragraph 7.15 are successfully put into place, existing levels of Government funding¹ may have to be supplemented to implement the measures necessary to stimulate demand and to accommodate the long term increase in population planned by the Structure Plan.

Monitoring

7.17 Whilst the Structure Plan has a notional timescale of 10 years from 2001-2011, the strategy for growth set out in the plan clearly has a much longer time frame stretching ahead 20 to 30 years and more. At the same time a number of changes and events will occur in the shorter term that may affect the strategy and necessitate an Alteration to the Plan. These include:

- ◆ changes in housing land supply and demand
- ◆ progress on the Scottish Borders railway
- ◆ new Government guidance
- ◆ changes in the corporate direction of the Council and the New Ways Community Plan
- ◆ changes in key Council strategies such as the Waste Management Strategy
- ◆ changes in the strategies and spending plans of key partners and stakeholders, in particular, Scottish Water
- ◆ resource availability including Government and European funding

¹ Central Government currently funds over 80% of the Council's total budget.

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- ◆ review by Scottish Natural Heritage of environmental designations and the establishment of Conservation Objectives for wildlife sites
- ◆ capability of the local construction industry to meet demand.

7.18 Research and information activity by the Council and its partners will also be important in monitoring the performance of the Plan and in signalling where an alteration to the strategy may be necessary. Of particular importance in monitoring activity are:

- ◆ the annual housing land audit incorporating a review of house completion rates
- ◆ research into Housing Market Area boundaries
- ◆ outputs from Scottish Borders Housing Needs Assessment
- ◆ employment land and property audits
- ◆ annual Vacant and Derelict Land Survey
- ◆ retail survey work, including vacancy rates and other indicators of town centre vitality and viability
- ◆ minerals research, including identification of locations where deposits should be safeguarded, and local market area information
- ◆ outputs from the implementation of the Contaminated Land Regime
- ◆ outputs from the Flood Appraisal Group
- ◆ preparation of a revised Indicative Forestry Strategy
- ◆ outcome of the investigation into the extension of the Pentlands Regional Park into the Scottish Borders
- ◆ development of high quality environmental information resources including biological records
- ◆ development of the Scottish Borders Landscape Character Assessment
- ◆ outputs from the Sports Facilities Planning Model
- ◆ implications of the reviews of Conservation Areas and Listed Buildings.

7.19 Monitoring the performance of the Structure Plan requires the systematic collection of information on indicators which measure progress towards meeting the Principal Aim and Founding Principles of the plan. Information gained from the foregoing monitoring process will provide baseline data, whilst indicators being developed for the New Ways Community Plan will provide more general information on quality of life issues. Indicators specific to the Structure Plan should be developed as part of a monitoring framework.

POLICY P4 **Performance Monitoring**

The Council will undertake a systematic monitoring programme for the Structure Plan incorporating a regular reporting framework and the development of performance indicators.

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Table 7.2 Local Plan Checklist

Task	Chapter Heading	Para/Policy reference in Structure Plan	Main Partner(s) (see Key)
Identify site(s) for substantial development in the Galashiels-Melrose-St Boswells corridor (see Policy P1)	Development Strategy	1.40 Principle S3	CP
Develop Area based strategies (Central, Northern, Eastern and Southern Borders)	Development Strategy	1.41-1.45	CP
Develop detailed land use proposals for enhancement of the natural and built environment and heritage interpretation in town centres, priority areas for regeneration and 'gateway' towns	Development Strategy/ Economic Development	1.41-45 3.29 (E14) 3.35-36 (E19) 3.41	CP
Develop detailed policies and proposals to support the implementation of the Local Biodiversity Action Plan	Environment	1.34-36, 1.38 Principle S1	SNH
Review Conservation Area boundaries incorporating conservation area appraisals	Environment	2.28	HS
Evaluate site options for a new or upgraded sawmill	Economic Development	3.12 (E3)	SEB, F
Define areas of search for opencast coal and related minerals in more detail	Economic Development	3.24	
Assess quality and quantity of employment sites including scope for reallocation to other uses	Economic Development	3.30	SEB
Identify sites to meet employment land supply requirements	Economic Development	3.30 (E12)	SEB, SW, SEPA
Identify opportunities for single user industrial and business development and business parks	Economic Development	3.31 (E15)	SEB
Identify sites to meet housing land requirement	Housing	4.15 (H1)	SHBA, SH, SW, SEPA
Identify affordable and special needs housing requirements using findings of Scottish Borders Housing Needs Assessment	Housing	4.23 (H8)	SH
Determine need for new or upgraded education and health services as a consequence of planned housing provision	Community Services	5.11 (C2)	H, HW, BC
Undertake audit of community services and facilities as a pre-requisite to identifying land use requirements	Community Services	5.4 (C1)	CP
Determine need for new or improved sports facilities and open space using the Facilities Planning Model	Community Services	5.20 (C4, C6)	SS
Identify opportunities for cultural enhancement	Community Services	5.14 (C3)	
Identify the core access network incorporating existing and planned provision in accordance with the Access Strategy and Local Cycle Strategy	Community Services/ Infrastructure	5.26 (C8) 6.12 (I5)	SBTB, SNH
Identify routes of proposed railway and road proposals which have a realistic prospect of being implemented	Infrastructure	6.8 (I3), 6.18 (I8) 6.19 (I9)	
Identify potential for alternative uses of former railway lines that are unlikely to be re-opened for transport purposes	Infrastructure	6.8 (I3)	SBTB, SNH

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Task	Chapter Heading	Para/Policy reference in Structure Plan	Main Partner(s) (see Key)
Establish priorities for improvement of transport interchanges and the scope for multi-modal facilities	Infrastructure	6.11 (I4)	SEB
As a pre-requisite to identifying sites for development: ◆ undertake threshold analysis on water and sewerage capacities ◆ review available data on flood risk ◆ review available data on contaminated land	Infrastructure	6.26 (I12) 6.31-32 (I15) 6.36 (I18)	SW, SEPA
Identify sites for waste management facilities	Infrastructure	6.35 (I17)	SEPA
Develop detailed policies and proposals for the siting and design of telecommunications installations and the improvement of facilities	Infrastructure	6.49	SEB

KEY

New Ways Community Planning Partners/Stakeholders (CP):

- SEB - Scottish Enterprise Borders
- SNH - Scottish Natural Heritage
- SH - Scottish Homes
- H - (Health bodies):
- Borders Health Board, Borders General Hospital Trust, Borders Primary Care NHS Trust
- LBP - Lothian and Borders Police
- SBTB - Scottish Borders Tourist Board
- HW - Heriot-Watt University
- BC - Borders College
- SW - Scottish Water
- SEPA - Scottish Environment Protection Agency
- SHBA - Scottish House-Builders Association
- HS - Historic Scotland
- SS - sportscotland
- F - Forestry bodies : Forestry Authority, Forest Enterprise

Partnerships of particular relevance to the Structure Plan include:

- Local Biodiversity Action Plan
- Scottish Borderpaths
- Tweed Forum
- Southern Uplands Partnership
- Farming and Wildlife Advisory Group (FWAG)
- Scottish Borders Environment Partnership