



# Executive Summary and Project Team

## The purpose of this Design and Access Statement

This Design and Access Statement sets out the vision for the masterplan and redevelopment of the former Herdmanflat Hospital in Haddington, East Lothian.

It reflects and supports East Lothian Council's recognition of the urgent need for more affordable housing for older people across the county, and that the redevelopment of Herdmanflat presents a unique chance to deliver a cutting-edge housing solution that aligns with the health care system and emerging models of care, providing high-quality, adaptable, and sustainable housing options.

The Masterplan respects the existing heritage, landscape character and access arrangements of the site, and ensures that future development will seamlessly blend with the surrounding community and landscape.

East Lothian Council's aim is to create a distinctive neighbourhood with a strong sense of place and connection to the wider Haddington community and the town centre.

This Design and Access Statement shows how the Council's approach to development has followed local and national Planning Policy and explains how the Council intends to transform a somewhat forgotten and underused asset. It explains how National Planning Framework 4 policy has shaped each step of the masterplan development, with references to the relevant NPF4 policies made throughout.

The document includes an appraisal of the Herdmanflat Hospital site and its local context, East Lothian Council's Vision and Objectives for the site, the main drivers behind the need for redevelopment, and the design response and evolution of the masterplan proposal itself.

The document is delivered in two volumes with supporting appendices:

**Volume 1 - Strategy:** Explaining the need for development, site context and analysis and the evolution of the masterplan process (up to P74).

**Volume 2 - Delivery:** An Illustrated Masterplan Journey demonstrating how future physical development can be delivered in a sensitive way (P75 onwards).



Throughout this document you will see our Community Feedback Addressed stamp. This is used to highlight where specific areas of the Masterplan have been assessed against the feedback received through community consultation, and the steps taken to address it.



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East Lothian Council Housing Strategy and  
Department Team



Development Partner:  
Hub South East



Architects:  
Oberlanders Architects LLP



Landscape Architects:  
Land Use Consultants



Structural & Civil Engineers:  
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Service Engineers:  
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P01	29.09.23	
P02	19.10.23	Updated after checklist review
P03	14.11.23	PPiP submission

Herdmanflat Masterplan - Design and Access Statement

# SECTION 1

# Project Introduction

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Volume 1 - Strategy

# 1.1 Addressing the Project Brief

## 1.1.1 The Drivers Behind Development

The pressure to continue to deliver affordable housing and to provide meaningful preventive health and social care interventions in East Lothian are well documented. The challenges to overcome are numerous but include East Lothians rising and ageing population, a shortage of land, a growing housing waiting list, rising costs of care, and the availability of a care staff where they are needed. This is driving a need for change, and a necessity for public sector partners to work more collaboratively to achieve the solutions.

Herdmanflat Hospital offers a unique opportunity to address many of the challenges highlighted above given its meaningful scale, its proximity to Haddington Town Centre coupled with the opportunity to enhance what the site has to offer to those already living nearby.

The need for new affordable, sustainable, and adaptable housing for older people, families living with dementia, a learning disability or more complex needs are the main driver behind the Herdmanflat Masterplan. Whilst the drivers can be complex, with the sensitive environment within the site being a separate challenge in itself, this Masterplan has emerged as a direct response to the strategic health and well-being needs of the people of East Lothian.

## 1.1.2 The Strategic Need

The Council has a long-standing commitment to improve the lives of older people in East Lothian, by providing them with suitable housing options that meet their needs and preferences. This is aligned with the Council's key policies

and strategies, as well as the Scottish Government's ambition to shift the balance of care towards home-based solutions that support more independent living. This approach is recognised as adding a significant contribution to the future healthcare agenda that can lead to better outcomes in terms of health & well-being, mental health, community, and place.

East Lothian faces a growing demand for housing, health, and social care services, due to its rapidly ageing population. To address this challenge, the Council needs to plan strategically and provide adaptable and flexible housing that is integrated within well-connected, accessible, and vibrant communities.

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

## 1.1.3 Creating a Successful Place

The masterplan development has been a collaborative process which has sought to balance the needs of those living near the site, local service provision and by identifying gaps in service provision that might be addressed through future development. Whilst the biggest gap by far is the shortage of affordable housing to meet the needs of East Lothians rising and ageing population, other important matters such as strengthening connections to the Town

Centre, to healthcare (in and out of the home), and green space have been key considerations. This collaborative approach to the masterplan development has involved:

- Engaging with communities to hear their views
- Working with healthcare partners to build in future flexibility – Ageing in Place
- Investigating how the development could assist with healthcare reform and the delivery of new models of care that allow people to remain independent in their homes for longer, and can drive workforce and financial savings within the healthcare system.

The Masterplan aligns with the approach and the policy requirements contained within NPF4 Policy 15 – Local Living and 20 Minute Neighbourhoods.

A pre-design strategic site environmental assessment was completed by the design team to gain a better understanding of the benefits and constraints surrounding any future development of the site. This included discussion on how future development could attract multi-service (Council, Social Care, NHS, Third Sector) buy-in that would support a joint approach to service in terms of the sites ability to deliver resource efficiency and shared investment goals – all of which would lead to improved Housing, Health and Well-being outcomes.

The masterplan objectives and the various local and national policy and strategy outcomes that the objectives seek to deliver are outlined in this document under Section 2 of this document, titled Policy and Context.

## 1.1.4 A Sustainable Approach

The masterplan for Herdmanflat aims to preserve and reuse the listed buildings on site, enhance the landscape quality, improve biodiversity, increase access for the wider community and deliver a meaningful level of new build affordable housing within the existing landscape setting.

The masterplan objectives are to create housing for older people that fosters healthier and more active lifestyles for those who will live there and those that choose to visit the grounds from the surrounding communities. The project is expected to deliver up to 150 homes, through a combination of refurbishment within the remaining listed buildings, and sympathetic new build construction in clearly defined, well considered character areas within the grounds.

East Lothian Council and its partners will remain responsible for the housing and the landscape's future upkeep post completion. East Lothian Council is promoting the Housing for Varying Needs Standard as a benchmark for all future affordable housing and will ensure all ground floor housing is wheelchair friendly. Moreover, the development will incorporate dementia friendly design principles in terms of both the housing, and the wider landscape strategy.

The Council is also promoting a Low Carbon Net Zero approach to development as an integral part of the design standards and to ensure that the masterplan principles align with its Climate Change Strategy.

## 1.1 Addressing the Project Brief

### 1.1.5 Transforming an Underutilised Asset

The Herdmanflat Masterplan seeks to transform a currently underutilised and infrequently used site by re-purposing the remaining listed buildings, improving the landscape and biodiversity, and by increasing accessibility through more clearly defined active travel.

The site is currently visited infrequently by the general public which the masterplan addresses through the inclusion of a multitude of positive interventions that will create a vibrant, safer, more enjoyable, and successful place for residents and visitors alike.

The relative low density of housing proposed, that respects the existing heritage and landscape, seeks to balance the health and well-being needs of the many with the needs of the few, offering a considered compromise and well thought through solution to East Lothian's wider strategic service delivery ambitions.

### 1.1.6 User Requirements

The masterplan has been developed to meet a variety of end user requirements. End users considered include future residents, families visiting relatives, visitors from the surrounding communities, care staff and local community groups.

Development has been carefully grouped in character areas that offer a variety of different settings, some more vibrant and some more tranquil. The road and footpath network have been designed with pedestrian safety and inclusiveness in mind with the introduction of more pedestrian access points that shorten existing walking

distances, offering faster more direct access to local facilities and services and to public transport.

The masterplan provides for a hierarchy of sociable spaces, some more formal than others, allowing residents privacy, opportunities for group gathering and more informal spaces that include the retained woodland walks and wild flower meadows.

The housing proposed will be flexible and adaptable with an emphasis on promoting more independent living. House types will be designed with an ageing in place philosophy, which will support a shift away from having to seek alternative accommodation as one ages and as mobility or healthcare needs change.

An extensive development awareness and consultation process allowed the design team to address concerns early on in the masterplan process. Concerns surrounding tree loss, massing, density, increased traffic, and loss of open space have all been addressed. Meaningful changes have seen building heights reduced, housing numbers reduced, car parking levels reduced, a revised vehicle access strategy and a commitment to retain and enhance the woodland setting and woodland walks.



# 1.2 Sustainability Strategy

## 1.2.1 Sustainability Strategy



In response to the Climate Emergency East Lothian Council's Climate Change Strategy sets out its vision to achieve a Net Zero Council and a Carbon Neutral East Lothian. The vision and overall aims are:

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

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

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

The masterplan and the key sustainable principles that have emerged have developed following thorough assessment of the sustainability outcomes required to meet local and national ambitions set out at a local level through East Lothian policies and strategies, the Local Development Plan, the latest Scottish Building Regulations and, as noted previously, NPF4.

The assessment has included a Strategic Environmental Assessment, assessing the suitability of the site for development and a Development Impact Assessment, assessing and rating the likely impact of future housing development.

The key driver behind this approach was to ensure that:

- Sustainability considerations could be embedded early when options were being explored.
- Sustainable options would not be missed.
- Issues were highlighted that needed to be addressed in terms of the hospital's location within Haddington, site constraints, accessibility and future utilities and energy requirements.
- Sustainability has been addressed transparently to the local community, East Lothian Council planners and wider stakeholders, and is a key consideration.
- The masterplan reflects a best practice approach that will deliver significant sustainable achievements.

## 1.2.2 Herdmanflat Sustainability Principles

The masterplan addresses the key outcomes and priorities set out in East Lothian's Climate Change Strategy which for the purposes of the Planning Permission in Principle can be grouped under four main headings.

### 1. Resource Efficiency and a Low Carbon Approach

- Minimising waste through the re-use of materials for repairs and site wide infrastructure and re-purposing of the existing buildings, ensuring they are brought back into use in as energy efficiently as possible.
- Water and drainage – ensuring flood risk is mitigated, sustainable drainage solutions are embedded in the design and overall water use and consumption is mitigated through the design and housing specification.
- Minimising future energy demand and usage through the development of low carbon energy efficient housing that reduces tenant bills and lower carbon emissions.
- Seek to increase access to public transport, promote walking and cycling and reduce car parking in an effort to reduce the reliance on cars and reducing carbon emissions.

### 2. Transport & Better Connectivity

- Develop a site wide sustainable transport strategy that acts to reduce the reliance on cars and promotes sustainable transport.
- Introduce new DDA compliant pedestrian access points that shorten walking distances to the town centre, local health services and public transport nodes.
- Introduce new and improve existing vehicular access points that act to reduce

existing pressures experienced at Lydgait and Aberlady Road, and work to prevent the site being used as a vehicular short cut to the Town Centre.



- Provides the Electric Vehicle Charging infrastructure that supports and encourages the switch to electric vehicles.
- Provide an active travel and cycle network that provides safer connectivity between the A199 and the Town Centre.



### 3. Health and Well-being



- Promote a high quality well lit and safe environment for the people living there and for those who choose to visit.
- Provide a range of affordable housing choices for older people and those living with a disability that promote independence and a healthier more active living.
- Through a collaborative approach, addresses the needs of the Community Health and Social Care Partnership, providing housing that caters for Varying Needs, offers a dementia friendly environment and works effectively as part of the wider health and social care system to increase hospital discharge rates and reduce bed blocking.



- Provides employment and training opportunities for local people and businesses through the construction period and supports the health and social care workforce in meeting their requirements more efficiently.
- Provides a variety of well thought out formal and informal spaces that encourages social activity and tackles social isolation.



## 1.2 Sustainability Strategy



- Promotes usable and more accessible green space and woodland walks for the wider community that can support mental health and encourage physical activity.

### 4. Efficient Use of Land, Ecology and Biodiversity



- The masterplan supports the re-use of a previously developed brownfield site.



- Seeks to maintain the most important ecological features of the site, respects protected species and offers meaningful ways of improving biodiversity through the introduction of species rich wild flower planting.



- Promotes better and more frequent use of the existing woodland walks.



- Seeks to strike a balance between how the site can meet the challenges associated with tackling the housing crisis, fuel poverty, a rising and ageing population, whilst creating a valuable community asset that can be enjoyed by more people more often.



- Provides a reduced car environment that is pedestrian friendly, offers shade from the sun, protection from the wind, within a noise and pollution free environment.



- Introduces a low density of new build housing that respects the existing heritage and the landscape, creating a sense of place.



- Aligns with the longer term vision and policies set out in East Lothian's emerging Tree and Woodland Strategy.

### 1.2.3 Consultation and Engagement

The masterplan has drawn from an extensive community engagement exercise carried out between January and April 2023.

This has allowed the design to evolve organically as the design team has acquired a greater understanding of the thoughts and feelings expressed by community stakeholders at events and meetings, and from responses received to a Herdmanflat specific Place Questionnaire.

Concerns were raised by local residents, members of the public and community groups about a number of aspects of the masterplan that they felt needed further explanation or re-addressed.

Upon more detailed analysis of the responses and feedback received, seven key themes emerged, with people concerned about:

1. Losing green space, trees and woodland
2. Impacts on biodiversity & ecology
3. Impacts from cars and car parking
4. Height, density and overshadowing
5. Impact of construction activities on surrounding neighbours
6. Impact on health and well-being
7. The Climate Emergency

Addressing each of these in turn has allowed the team to refine the masterplan with meaningful steps taken to amend and change the original proposals to reflect how the community would like to see Herdmanflat developed.

Whilst there was and remains opposition to development, many local residents were keen to see the development proposals move forward and there was a general agreement that affordable housing was needed and would be supported ahead of proposals for private developer led housing for sale.

Consultation feedback has allowed the refinement of the design which has seen storey heights reduced, car parking numbers lowered, the tree and open space strategy more clearly articulated and the access and egress strategy for pedestrians' cyclists and cars improved considerably.

A more detailed overview of the masterplan consultation and engagement activity can be found in Section 6 - Consultation. A copy of the Summary Consultation Report can be found in Appendix 10.6.

### 1.2.4 Low Carbon Net Zero Housing Strategy

East Lothian Council is committed to becoming net zero carbon by 2045. The Herdmanflat Masterplan not only represents a significant investment in the councils affordable housing supply programme, but an opportunity to design a low carbon housing development from first principles. The Masterplan has been developed with low carbon in mind and a LCNZ Strategy has been adopted which will be developed as the detail of house typology emerges.

### 1.2.5 Sustainable Construction Approach

The masterplan and future phased delivery will support a reduction in embodied carbon by encouraging the use of sustainable timber systems and the use of modular off-site components whenever feasible. This approach can significantly reduce material wastage, whilst lowering carbon emissions by reducing the number of site deliveries.

The development approach encourages the recycling and re-use of materials. This has already been demonstrated on the project in a meaningful way during the demolition, strip out and asbestos removal phase completed in 2022 by:

- Retaining and stockpiling the crush from demolitions on site for use in future roads infrastructure. This reduces the need for, and lowers the amount of required imported fill.
- Segregating all metal and steel from the demolitions and sending for recycling.
- Lifting and removing all wooden flooring from the existing buildings reconditioning and re-using in other projects.
- Careful hand demolition of the former Boiler House (unlisted) with stone and slate set aside for re-use in the repair of the remaining listed buildings, (and other buildings in the East Lothian Council estate).



Demolition rubble retained for re-use

A draft Sustainable Construction Outline Specification was produced early in the masterplanning process by masterplan Architect Oberlanders to inform thinking and to allow budget costs to be investigated. This is supported further by an ongoing Low Carbon Net Zero energy analysis of existing East Lothian Council house types by masterplan low carbon energy consultants Carbon Futures.



## 1.2 Sustainability Strategy

### 1.2.6 A Developed Utility Services and Heat Energy Strategy

The Masterplan is supported by External Utility Services, and Heat Energy Strategies developed by masterplan Mechanical and Electrical Engineers RSP which includes proposals for an Air Source Heat District Heating system to serve the refurbished listed buildings (See Section 7.15 and Appendix 10.8),



Stockpiling on site of demolition rubble for re-use

The Oberlanders outline specification assumes that the lower the energy required to “run” the housing, the lower the operational carbon and therefore the lower the energy required to be created on site to reach carbon neutrality.

The outline specification investigates and compares a number of possible energy approaches which include the requirements to achieve the Scottish Building Regulations Gold Standard, a Passive House standard, and the EnerPHit standard in regard of the conversion of existing buildings, or alternatively by setting carbon reduction targets for the existing buildings alongside on-site

renewable to assist in achieving Net Zero across the site. All of the retained buildings included within the masterplan scope have differing, and their own individual construction typologies and heritage listings, which will require a detailed review of which sustainability targets are appropriate for each of them. The strip-out to a shell state completed in 2022 will assist this, as underfloor and wall insulation and new heating and electrical services can be designed to higher low carbon standards, and will be easier and more affordable to install.

The Carbon Futures modelling exercise involved undertaking energy assessments for each (existing) Council house type provided using the UK Government’s latest Standard Assessment Procedure (SAP) for the Energy Rating of Dwellings to determine compliance with Section 6 (Energy) and Section 7 (Sustainability) of the Domestic Technical Handbooks for Scotland. The Building Regulations set the standards for all regulated energy demand and associated greenhouse gas emissions of all domestic buildings. A dynamic modelling assessment has also been completed to establish an estimate of annual energy consumption, annual utility costs and annual carbon emissions by future Council Tenants.

### 1.2.7 Energy Strategy Options Assessed

The proposed energy strategy options assessed using the SAP and DSM methods for each house type are :

- Baseline – Gas Combi Boiler + PV
- Option A – Air Source Heat Pumps
- Option B – Air Source Heat Pumps + Enhanced Fabric
- Option C – Air Source Heat Pumps + Enhanced Fabric + MVHR

- Option D – Air Source Heat Pumps + Enhanced Fabric + MVHR + PV
- Option E – Air Source Heat Pumps + Enhanced Fabric + MVHR + PV + Battery Storage

### 1.2.8 Predicting Operational Energy Use and Operational Utility Costs

The Masterplan Investigations have included a review of likely future housing operational energy use and operational carbon emissions.

Operational Energy is the total energy consumed within the proposed new housing which includes all of the energy consumed in the building, including regulated energy (heating, hot water, ventilation, and lighting) and unregulated energy (plug loads and equipment eg; kitchen white goods, typical dwelling appliances).

An estimate of the operational energy costs associated with each energy strategy option has been included as part of the analysis, with the energy tariff used based on the July 2023 price cap from Ofgem (worst case).

### 1.2.9 2024 New Build Heat Standard

The Herdmanflat LCNZ strategy reflects the Scottish Governments commitment as part of their Heat in Buildings Strategy, to ensure that, from 2024, new buildings must use heating systems which produce zero direct emissions at the point of use. The new standard will focus upon the regulation of new buildings to meet the commitment set out in the 2019 Programme for Government requiring new buildings to use renewable or low carbon heat.

### 1.2.10 Future Development of the Energy Strategy

Whilst significant thought has been put to how a Low Carbon Net Zero solution will be delivered at Herdmanflat, it is too early in the development process to provide definitive answers. As the building typologies are worked up in more detail ahead of future detailed planning applications, each of the options reviewed to date will be investigated more thoroughly to determine the most efficient and cost effective solution.

A key consideration will be how the capital costs combined with the operational energy costs associated with each solution impacts affordability for future Council Tenants in terms of their annual rent and fuel bills.

Herdmanflat Masterplan - Design and Access Statement

# SECTION 2

## Policy and Context

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Volume 1 - Strategy

## 2.1 Policy Review - National Policy Context

### 2.1.1 Policy and Planning Context

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

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

The Masterplan has been developed in the context of National Planning Framework 4 (NPF4) which represents a major shift in how development in Scotland should be considered at a policy level.

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

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

### 2.1.2 The National Performance Framework

The National Performance Framework (NPF) is Scotland's overarching well-being framework. As well as setting out the Scottish Government's wider vision for Scotland, it sets out a series of measured outcomes designed to reflect the aspirations and values of people living in Scotland.

There are eleven National Outcomes designed to improve how we live in Scotland. The NPF outcomes relevant to the redevelopment aspirations driving the redevelopment of Herdmanflat are highlighted in **Orange**:

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

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

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



## 2.1 Policy Review - National Policy Context

### 2.1.3 Housing to 2040

In March 2021, the Scottish Government published its 20 year housing strategy, Housing to 2040, with the aim to ensure that:

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

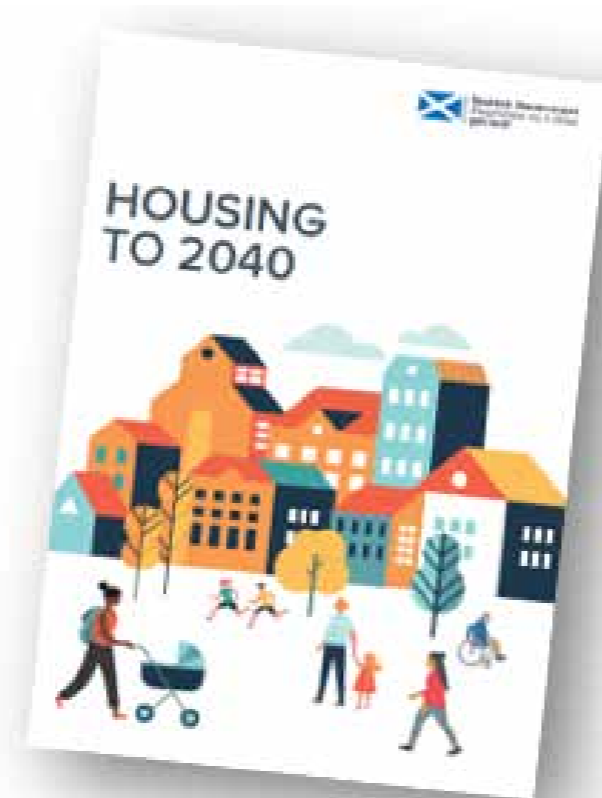
Housing to 2040 (H2040), continues the More Homes Scotland policy approach first introduced in 2016, and commits to a long term ambition on the completion of the existing 50,000 affordable homes target and a further 110,000 affordable homes over the following ten years up to 2032.

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

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

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

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



### 2.1.4 The Place Principle

The Place Principle was developed by partners in the public and private sectors, the third sector and communities, to help them develop a clear vision for their place. It has been adopted by the Scottish Government and COSLA to encourage better collaboration between communities and developers with the hope it will improve the places where we live.

It promotes a shared understanding of place, and the need to take a more collaborative approach to a place’s services and assets to achieve better outcomes for people and communities. The principle encourages and enables local flexibility to respond to issues and circumstances in different places.

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

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



## 2.1 Policy Review - National Policy Context

### 2.1.5 NPF4 Spatial Principles

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

NPF4 identifies six overarching spatial principles:

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

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

- Meeting the housing needs of people living in Scotland including, in particular, the housing needs for older people and disabled people,
- Improving the health and well-being of people living in Scotland,
- Increasing the population of rural areas of Scotland,

- Improving equality and eliminating discrimination,
- Meeting any targets relating to the reduction of emissions of greenhouse gases, and
- Securing positive effects for biodiversity.

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

- Sustainable places, where we reduce emissions, restore and better connect biodiversity;
- Liveable places, where we can all live better, healthier lives; and
- Productive places, where we have a greener, fairer and more inclusive well-being economy

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

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

- Urban Sustainable, Blue and Green Surface Water Management Solutions
- Central Scotland Green Network

### 2.1.6 NPF4 Spatial Planning Priorities Central Area Spatial Strategy Priorities

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

Green areas and natural spaces are key assets, sustaining communities that could become better places to live if this

can be achieved in a way that is compatible with our wider aims for climate change, nature restoration and 20 minute neighbourhoods.

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

### 2.1.7 20 Minute Neighbourhoods

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

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

### 2.1.8 Improved Energy Efficiency

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

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

### 2.1.9 Reuse of Brownfield Land

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

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

### 2.1.10 Town Centres

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

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

## 2.2 Policy Review - Regional Policy Context

### 2.2.1 Spatial Strategy for Edinburgh and the South East Scotland City Region

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

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

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



### 2.2.2 South East Scotland Housing Needs and Demands Assessment 3

The Housing Need and Demand Assessment 3 2021-2040 reports the detailed analysis and evidence based around the functionality of the South East Scotland housing system, with the purpose of providing a robust and credible Housing Need and Demand Assessment (HNDA), aligned to legislative requirements and statutory guidance. This is the third HNDA prepared for South East Scotland (HNDA3), supporting the preparation of Local Housing

Strategies and Development Plans for six local authorities – The City of Edinburgh, East Lothian, Fife, Midlothian, Scottish Borders and West Lothian.

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

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

East Lothian faces an ageing population alongside its growing population. Social care demand is set to increase, particularly for people aged 75+. The Integrated Joint Board Strategic Plan sets out a preventative approach, promoting independent living and enabling people to make an informed choice. This requires appropriate accessible, adaptable and wheelchair housing to ensure people can

live in adequate housing. The HNDA3 highlights that people limited by health conditions are more likely to live in the social sector.

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

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

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



## 2.3 Policy Review - Local Policy Context

### 2.3.1 East Lothian Local Development Plan

The Herdmanflat site is not allocated for housing development in the East Lothian Local Development Plan 2018 (ELLDP). However, the site is referred to at paragraph 2.108 of the ELLDP 2018 as:

“Being supported for residential development if the site becomes surplus to NHS requirements during the life of the Plan.”

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

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

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

- Policy DP1: Landscape Character
- Policy DP2: Design
- Policy DP3: Housing Density
- Policy DP4: Major Development Sites
- Policy DP5: Extensions and Alterations to Existing Buildings

- Policy DP6: Security (Unlisted Buildings)
- Policy DP7: Infill, Backland and Garden Ground Development
- Policy DP8: Design Standards for New Housing Areas
- Policy DP9: Development Briefs
- Policy HOU1: Established Housing Land
- Policy HOU2: Maintaining Adequate 5 year Housing Land Supply
- Policy HOU3: Affordable Housing Quota
- Policy HOU4: Affordable Housing and Tenure Mix
- Policy HSC1: Health Care Sites
- PROP HSC2: Health Care Facilities Proposals
- Policy OS3: Minimum Open Space Standard for New General Needs Housing Development
- Policy OS4: Play Space Provision in General Needs Housing Development.
- Policy NH8: Trees and Development
- Policy NH10: Sustainable Drainage Systems
- Policy CH1: Listed Buildings
- Policy DEL1: Infrastructure and Facilities Provision
- Policy T1: Development Location and Accessibility
- Policy T2: General Transport Impact
- PROP T5: Cycle Route Network
- Policy T6: Relocation of Road Space and Pedestrian
- Policy SEH1: Sustainable Energy and Heat
- Policy SEH2: Low and Zero Carbon Generating Technologies
- Policy W3: Waste Separation and Collection
- Policy W4: Construction Waste
- Policy NH5: Biodiversity and Geodiversity
- Policy CH1: Listed Buildings

### 2.3.2 Summary Masterplan Strategic Environmental Assessment

A site suitability impact assessment has been undertaken by the design team in which the site is scored on a traffic light system against a variety of categories as part of the ELLDP 2018 Strategic Environmental Assessments of sites in the Haddington area.

Topic	Design Team Assessment	Score
<b>Location</b>	The site is within the Haddington settlement boundary and is within short walking distance of the Town Centre, Council Services, Primary Care facilities and the New Community Hospital.	
<b>Accessibility</b>	The site is within 400m of a bus stop with regular bus services serving wider East Lothian and Edinburgh. There is no train station in Haddington, but the site is within easy walking distance of the town centre, local shops, and local health	

Refer to Appendix Section 10.9 for full assessment table.

### 2.3.3 Herdmanflat - Potential Impact of Development

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

Topic	Design Team Assessment	Score
<b>Biodiversity, Flora and Fauna</b>	Herdmanflat is not in an area designated for local or international nature conservation. The ecology report notes the importance of mature trees and hedgerows but notes the prevalence of biodiverse/poor grassland. A full tree survey has been completed as part of the masterplan development, and root protection/ construction exclusion zones clearly identified. Bat surveys have confirmed the presence of bats on site and within buildings, with many of these removed to bat boxes	+

Refer to Appendix Section 10.9 for full assessment table.

## 2.3 Policy Review - Local Policy Context

2.3.4 Haddington Town Centre Strategy - Supplementary Planning Guidance Forming part of the ELLDP (2018), and promoting the Town Centre First Principle (Policy TC2).

The Haddington Town Centre Strategy notes “The town centre must continue to be accessible to residents from its housing areas and in line with the emerging Local Transport Strategy, encouragement to do so by means of active travel is required.”

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



2.3.5 East Lothian Council Plan 2022 - 2027 East Lothian Council Plan 2022 – 2027 (ELCP) addresses the scale of the challenges and issues faced by East Lothian. The ELCP sets out how the Council will focus its resources on areas of greatest need, investing in ‘prevention and early intervention’ – reducing future demand for services.

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

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

2.3.6 Population Growth/ Pressure for Affordable Housing

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

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

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

2.3.7 Climate Emergency

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

2.3.8 Poverty and Inequality

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





## 2.3 Policy Review - Local Policy Context

### 2.3.9 East Lothian Local Outcomes Improvement Plan 2017 - 2027

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

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

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

- People from different backgrounds getting on well together in their community;
- Keeping people healthy;
- Affordable housing;
- Jobs for local people;
- Access to shopping and leisure activities: redressing the balance so that we recognise and plan for the needs of people who are less well-off in terms of the ability to travel and access facilities

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



### 2.3.10 East Lothian Council Strategic Housing Investment Plan

The East Lothian Strategic Housing Investment Plan (SHIP) covers a five year period from 2023/24 to 2027/28 and has been prepared in accordance with revised Scottish Government Guidance on Preparing Strategic housing Investment Plans. This SHIP details how affordable housing tenures will be delivered to achieve the outcomes of the Local Housing Strategy (LHS) 2018-2022. The next LHS 2023-2028 is currently under preparation and will inform the future revisions of the SHIP.

The SHIP identifies that “In terms of age, the largest increase in household numbers is projected for those headed by people age 75 and over. East Lothian is projected to have the third largest increase across Scotland at 86.2% by 2040 compared with a 64.7% increase nationally. By 2040, 45% of households in East Lothian are projected to be headed by a person aged 60 and over.”

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

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



## 2.3 Policy Review - Local Policy Context

### 2.3.11 East Lothian Local Housing Strategy 2018 - 2023

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

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

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

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

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

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

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

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



### 2.3.12 East Lothian Integration Joint Board Strategic Plan

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

- Develop sustainable health and social care services
- Focus on early intervention and prevention
- Increase access to community-based services
- Shift the balance of care from hospital to home settings
- Keep people safe
- Tackle health inequalities

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

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

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

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

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

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



Herdmanflat Masterplan - Design and Access Statement

# SECTION 3

## Understanding Site and Context

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Volume 1 - Strategy

### 3.1 Site History

The site is located to the north of Haddington within close proximity to the High Street and Community Hospital. More immediately surrounding the site is a quiet residential area. Houses in the surrounding area of the site are generally small scale with the exception of the recent larger scale flatted block, Mingulay House, on Lydgait, to the south.

The site is bounded on its west and north side by an existing stone boundary wall and an existing hedgerow. Access to the site is currently taken from Aberlady Road and from Lydgait, at a point on the south eastern corner of the site. Notably, the site is outwith Haddington conservation area.

The former Herdmanflat Hospital consists of a collection of one Category B and three Category C listed buildings, originally constructed as the Haddington and District Lunatic Asylum in c1860 (1), which occupy the higher ground to the north of the site. These consist of two storey buildings with a formal main block that addresses the open parkland of the site, which is flanked by two slightly later buildings (Penraig and Lammerlaw) (2-3), which combine to provide a group of formal buildings on the southern elevation. Whilst neither Penraig and Lammerlaw are Listed, they form part of the character, setting and overall composition of the former hospital, and as such, are proposed to be retained for residential use in the same manner as the listed buildings.

Historic Environment Scotland state that the special interest in the Category C Listed hospital buildings is that they are a good example of a large and appropriately semi-rural design by masters in the field, Peddie and Kinnear. Part of their interest is their layout as a group of buildings including an ancillary building and the North Lodge. The specific listings for the 4 buildings noted by Historic Environment Scotland are as follows:

- HERDMANFLAT HOSPITAL, ABERLADY ROAD LB48292 Category C Peddie & Kinnear, circa 1860.
- NORTH LODGE, HERDMANFLATT HOSPITAL, ABERLADY ROAD LB48294 Category C Peddie & Kinnear, circa 1860.
- ANCILLARY BUILDING, HERDMANFLATT HOSPITAL, ABERLADY ROAD LB48293 Category: C Peddie & Kinnear, circa 1860.
- GARLETON UNIT, (ADMISSIONS UNIT) HERMANDFLAT HOSPITAL, ABERLADY ROAD, HADDINGTON AND INCLUDING BOUNDARY WALLS LB50860 Category: B Peter Womersley, 1965.

The Garleton Building, being Category B listed, is seen to be of regional importance and a major example of a particular period, style and building type. It sits at the far north-west corner of the site and has significantly different characteristics to the other former hospital buildings. Its architectural style, orientation, and somewhat isolated site position, all conspire to detach the Garleton building from the wider 19th century hospital context, though with its own entrance from Aberlady Road, prominent townscape location and attractive outlook towards an historic orchard, the Garleton creates a unique and distinctive character area within the wider hospital development. The general form and layout of the building is not felt to be conducive with residential development, therefore other uses for the building are being considered.

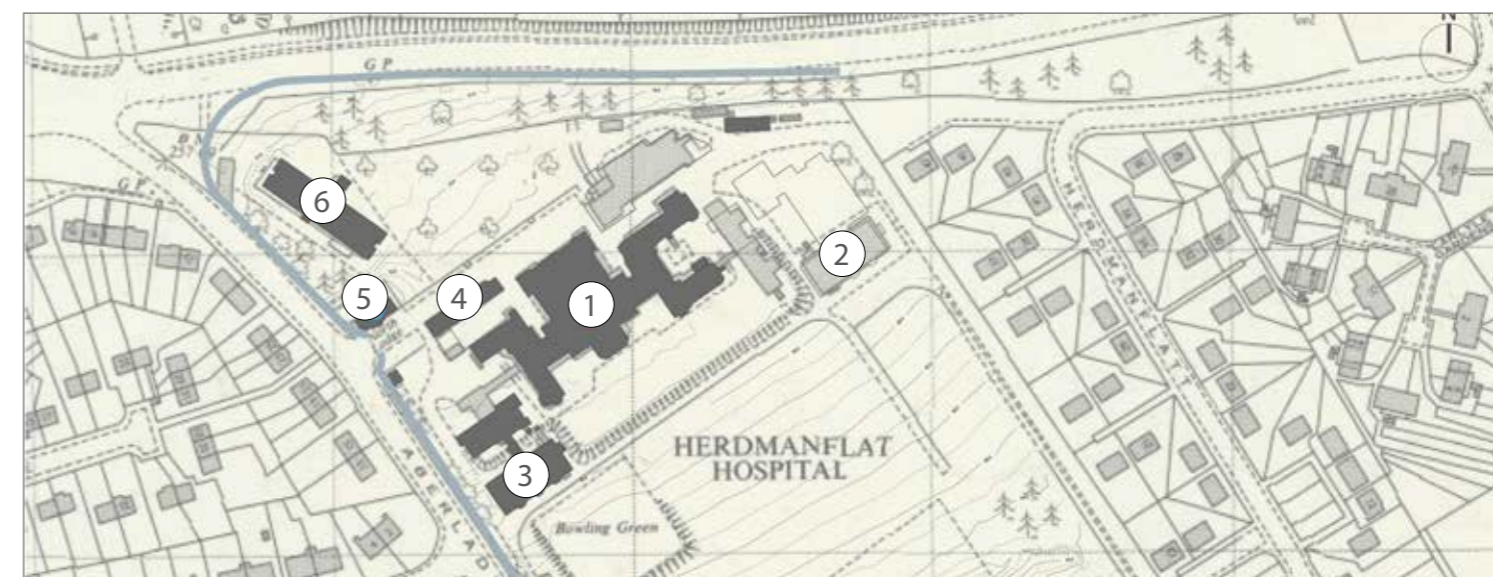
The former hospital buildings once included the 1980's Hopetoun Unit (to the south of the site) which is believed to have been demolished prior to 2009. More recently, six vacant houses at Hopetoun Mews, and a number of vacant extension buildings constructed in the curtilage of the main hospital building in the 1980's and of little to no historical merit have been demolished.

The higher parts of the site retains some views over to the town. From the upper floors of the buildings, there are

long distance views of the Lammermuir Hills and land to the south of Haddington. The spire of Haddington Parish Church was probably once visible as a relatively distant landmark from parts of the site, but this relationship is no longer appreciable owing to intervening tree growth. The lower parts of the site to the south are less visible in the wider area, screened by existing tree cover.



Aerial view from the south of the existing Herdmanflat Hospital Buildings



- ① Former District Lunatic Asylum
- ② Lammerlaw
- ③ Penraig
- ④ Ancillary Building
- ⑤ Lodge
- ⑥ The Garleton Building

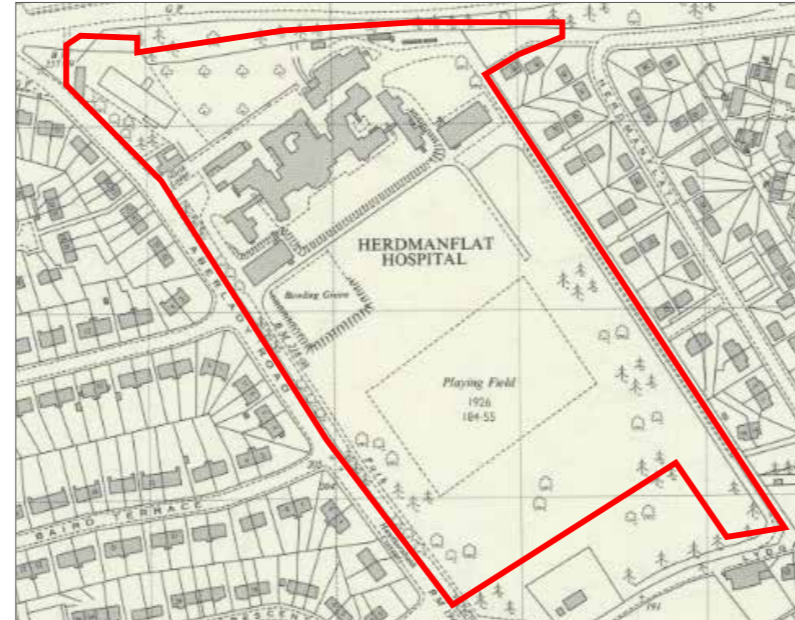
# 3.2 Site Historic Development



Construction of the Haddington and District Lunatic Asylum in c1860

Haddingtonshire X.2 Revised: 1893, Published: 1895 Reproduced with the permission of the National Library of Scotland

1860



Construction of the Garleton Ward circa 1965

NT5074-NT5174 – BB Revised: 1968, Published: 1969 Reproduced with the permission of the National Library of Scotland

1969



Demolition of Hopetoun Unit

2006



Late 19th - Early 20th Century: Construction of the east and west pavilions (Lammerlaw & Penraig)

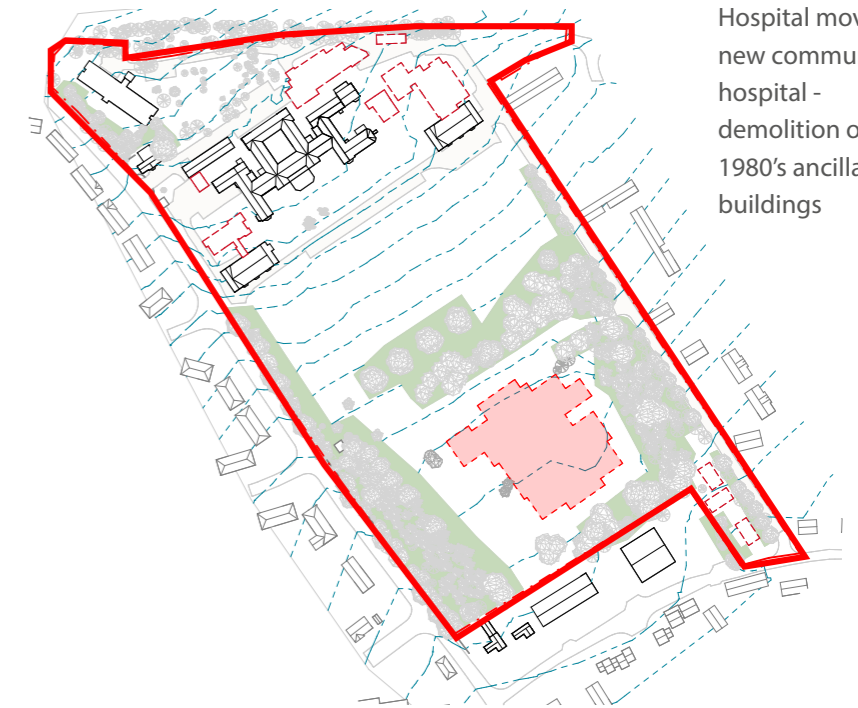
Air Photo Mosaic Sheet (1:10,560 scale): 36/57 S.W. / NT 57 S.W. Reproduced with the permission of the National Library of Scotland

1946



Construction of Hopetoun Unit and ancillary hospital buildings

1980's



Hospital move to new community hospital - demolition of 1980's ancillary buildings

2023

### 3.3 Listed Buildings



Main Building, former Herdmanflat Hospital, Category C Listed



Ancillary Building, former Herdmanflat Hospital, Category C Listed



North Lodge, former Herdmanflat Hospital, Category C Listed



Garlton Building, former Herdmanflat Hospital, Category B Listed

## 3.4 The Garleton Building



Productive Places  
 Policy 25 - Community Wealth Building  
 Policy 27 - City, Town, Local and Commercial Centres



Sustainable Places  
 Policy 7 - Historic Assets and Places  
 Policy 9 - Brownfield, Vacant and Derelict Land and Empty Buildings

### 3.4.1 The Garleton Building

Most of the buildings on site have been identified as being suitable for conversion to residential use with one notable exception – the former Garleton Unit. The Garleton Building, (Category B Listed), is of regional importance and is a key example of the 1960's period, style and building type. It sits in the north-west corner of the site and is of a significantly different character compared with the other former hospital buildings.

Its architectural style, orientation, and somewhat isolated site position, all conspire to detach the Garleton Building from the wider 19th century hospital context, though with its own entrance from Aberlady Road, prominent townscape location and attractive outlook towards an historic orchard, the Garleton Building creates a unique and distinctive character area within the wider hospital landscape.

The general form and layout of the building is not felt to be conducive with residential development, therefore residential conversion was ruled out at an early stage of the masterplan development. Other uses thought to be more appropriate for the Garleton Building include re-purposing for community use or to provide refurbished accommodation for Council or Health and Social Care Partnership use, perhaps with a focus on service delivery that will support the ageing demographic that the wider Herdmanflat housing offer will cater to.



The Garleton Building when in use c 2010

### 3.4.2 Contribution to Improved Service Provision

The Garleton Building provides an opportunity to consider how the Council, HSCP and Third Sector might provide on-site support for older people and people with complex care needs within a refurbished, lower carbon 1960's concrete building.

Whilst the business case requires more thorough investigation, the Garleton Building offers real potential to provide a future base for Council, Third Sector and HSCP services that might also support employment and training opportunities, delivery of specialist services linked to dementia care, learning disabilities, mental health and well-being and outdoor learning in relation to children and young peoples services.

A number of potential partners and community groups have already expressed an interest in relocating to the Garleton Building, but discussions will need to be managed carefully given the site wide redevelopment and phasing considerations that require to be addressed.



Diagram identifying potential uses across the site

### 3.4.3 An Opportunity for Joint Working

Joint working between Council Services, NHS, HSCP, the Third and Private sectors and the community are one of the key drivers for the redevelopment of Herdmanflat, underpinning the masterplan approach.

This narrative of collaboration reinforces the linkage between the wider sites redevelopment to provide more specialist housing and the need to investigate how the Garleton Building might provide a home for complimentary multi-generational service provision that might take advantage of the unique setting.



The Garleton building shortly after completion in 1965

### 3.4.4 An Opportunity to Explore Sustainable Re-Use

Given the scale of the building, which extends to approximately 950m<sup>2</sup> over two floors, a number of complimentary service providers could work along side one another, providing an invaluable, centralised community resource.

The building may also be large enough to provide space for a community café/ meeting place where the wider community, older residents and young people can mix and socialise together once the housing element of the wider redevelopment of the site is complete.

There may be space internally and externally that could be utilised for outdoor learning (schools and early years outreach), employment and training (traditional building skills, grounds maintenance and care related). There may be opportunities that could link in with local initiatives that tackle loneliness and isolation for older people, and also supports a best practice approach, particularly with regard to dementia, in encouraging multi-generational social interaction.

As part of the overall Herdmanflat Hospital Masterplan, the Council is keen to ensure that the future use of the building ties in with its wider strategy of ensuring the hospital site is developed in line with the latest Placemaking methodology. The prominent location of the building, good transport links, easy access to the town centre and proposed future use of the wider site for older generation accommodation may support the building being re-purposed as an inter-generational community hub.

The Garleton Building offers an exciting opportunity to jointly plan a shared service and community hub with links to the new housing at Herdmanflat, the surrounding community, town centre and East Lothian Community Hospital.



Garleton shortly after completion in 1965, and the same elevation in 2023

## 3.4 The Garleton Building



Productive Places

Policy 25 - Community Wealth Building

Policy 27 - City, Town, Local and Commercial Centres



Sustainable Places

Policy 7 - Historic Assets and Places

Policy 9 - Brownfield, Vacant and Derelict Land and Empty Buildings

### 3.4.5 Community Benefit and Economic Regeneration

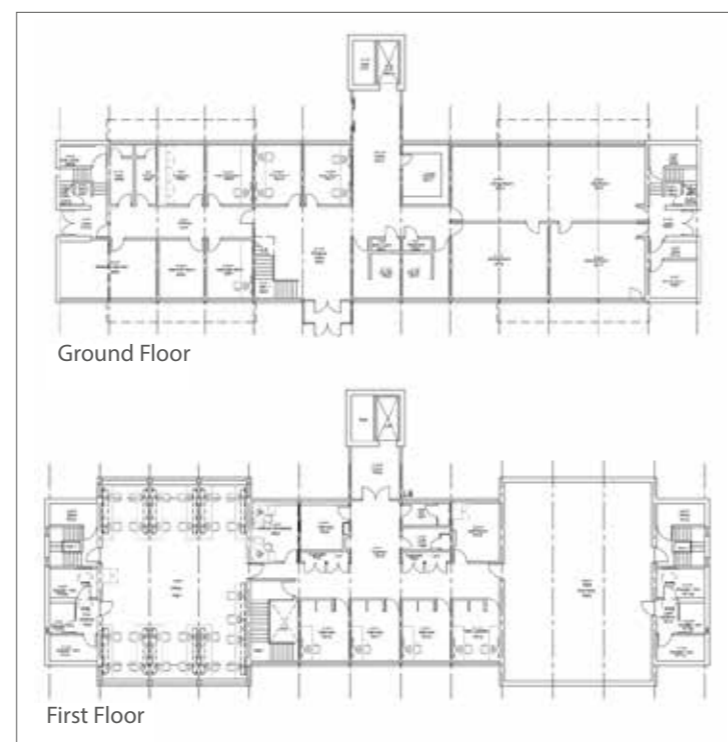
The Herdmanflat Hospital site is one of the most significant and ambitious Council redevelopment projects for affordable housing ever proposed. The Council recognises the significant positive contribution that housing development can have on local communities and the masterplan considers how that impact can be maximised in terms of the Community Benefits redevelopment can deliver. This includes how opportunities can be maximised for the Third Sector and local Small Medium Enterprise. This aligns with existing Local Development Plan Policy and numerous NPF4 Policies, including; Sustainable Places, Liveable Places and Productive Places, (See NPF4 Policy Alignment Checklist Appendix 10.1).

The Garleton Building has been deemed unsuitable for conversion to housing but has been identified as an early opportunity to add value in terms of local economic regeneration.

The Council are committed to investigating more thoroughly the Community uses that could be housed within the building and to carry out more detailed surveys and design work that will inform the refurbishment works specification and allow development of statutory consents.

As part of the work proposed, and as discussions with potential service and community end users are pursued the Council will produce a community and economic impact assessment to support the final business case for redevelopment, and to support any future bid for funding from RCGF and Historic Environment Scotland etc.

### 3.4.6 Resource efficient approach and efficient use of an existing building



The ground and first floor plans can be configured for a variety of open plan or cellular uses

The Building is a B listed 1960's Civic Trust Award winning concrete building by celebrated Architect Andrew Womersley.

The condition of the building has deteriorated rapidly since the NHS moved out and there is currently no heating or power.

The building was connected to the utilities and now decommissioned district heating system, of the former main hospital building following strip out demolition and asbestos removal works completed during 2022. It now requires a completely new low emission heating and

power system which will align with the low carbon energy approach that is being adopted for the wider masterplan proposals.

The Masterplan recognises that whilst the focus of early redevelopment will be housing, the Garleton Building offers an opportunity to provide a significant contribution to its overall ambitions to create a successful Place.

### 3.4.7 Phasing of the Garleton Building Refurbishment Work

The likely phasing of the Masterplan and requirement to utilise Aberlady Road as the main entrance throughout construction, coupled with the revised masterplan proposals that now remove Lydgait as a vehicular access mean it will be difficult to refurbish and bring the Garleton Building into use during the earlier phases of development. This does not mean that the Garleton Building is being

treated as any less a priority than the wider affordable housing proposals.

The Council recognises that it must maintain the Garleton Building to a wind and watertight state to avoid further deterioration in its fabric, and as at October 2023, £80,000 has been secured to complete required surveys and carry out more detailed feasibility studies regarding the future costs of providing a low heating and power solution, and determining the costs of a full refurbishment as well as any interim fabric maintenance works that are required.

These detailed feasibility studies will help inform the decisions on the future use of the building, and will support any grant funding applications that the Council submit that will support the buildings journey back to a use that compliments the wider masterplan ambitions.

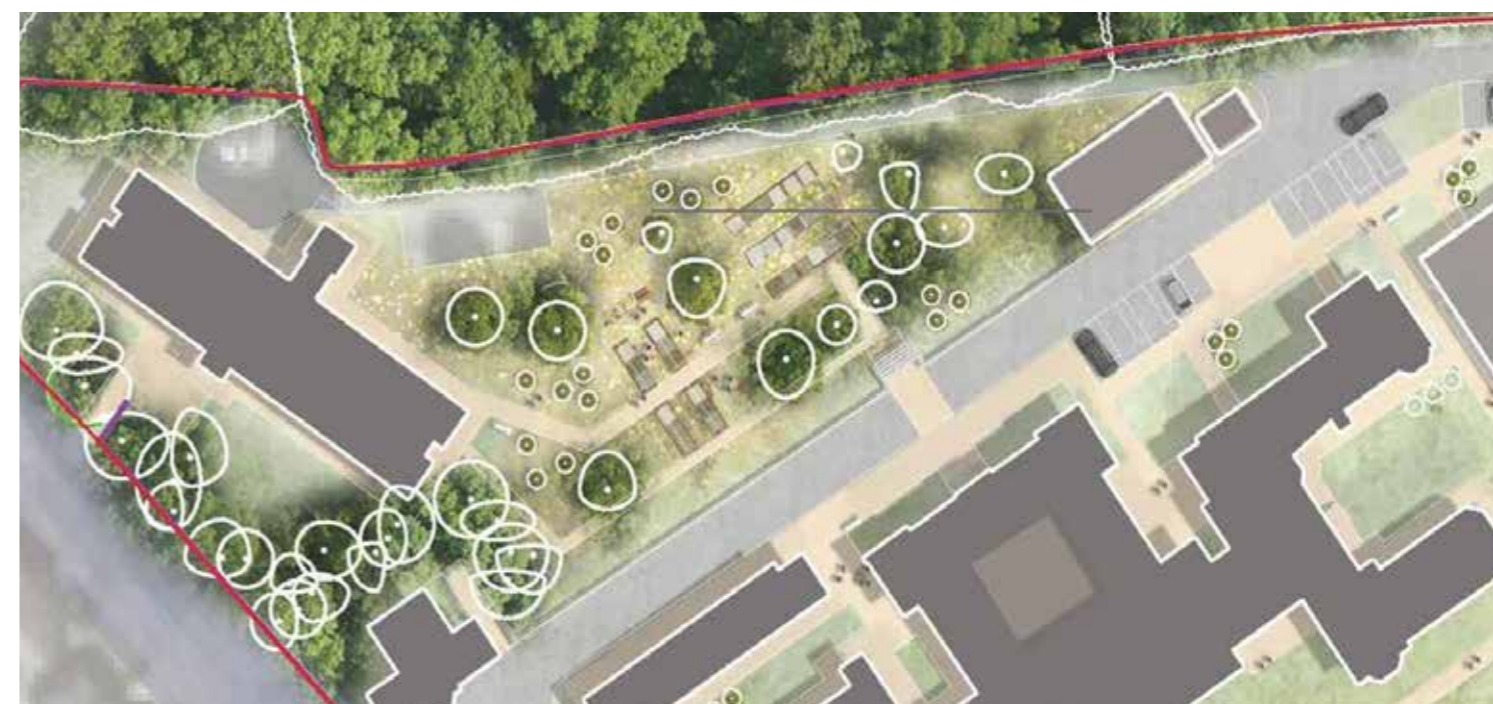


Diagram demonstrating the relationship between the Garleton Building and the proposed Community Orchard

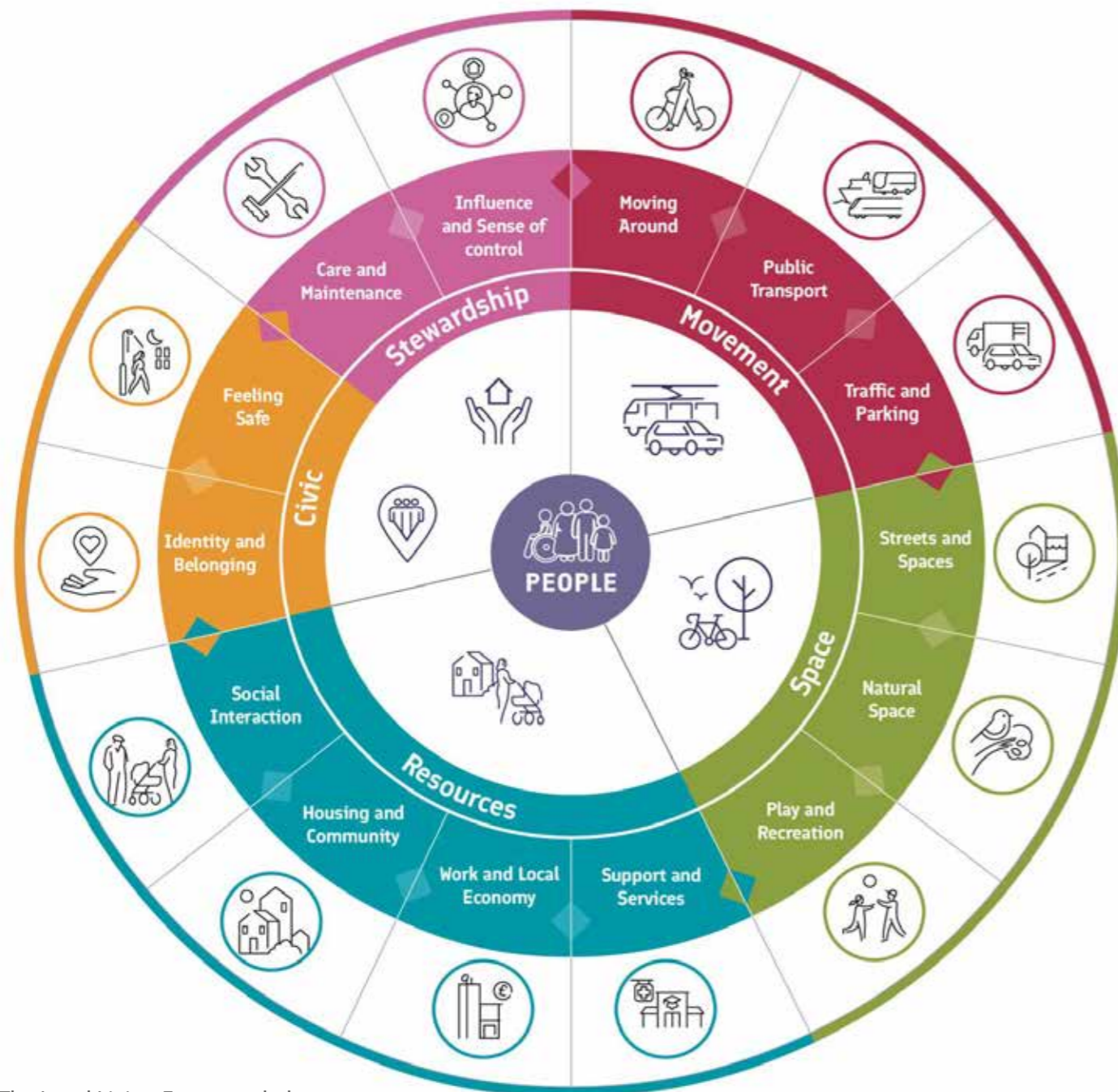


### 3.5 Understanding Place

#### 3.5.1 Local Living

The masterplan presented for Planning Permission in Principle has been carefully considered in terms of the contribution any new development will make to Local Living in Haddington.

Interrogation of the site context involved both a quantitative (data analysis) and qualitative approach to understanding site constraints and the positive impact they could have within the wider community. The results of the review were key when informing the design and layout of future development on site.



The Local Living Framework diagram  
Reference Scottish Government: Local Living and 20 Minute Neighbourhoods - Planning Guidance

#### 3.5.2 Place and the Twenty Minute Neighbourhood - Context (quantitative)

The sites access to existing amenity has been assessed within the context of the 20 Minute Neighbourhood. The table below highlights the range of local services that are currently accessible within a 6 to 10 minute walk, a 10 to 15 minute walk and 20 to 25 minute walk. This exercise demonstrates that all services and amenities, including the town centre, are accessible easily within 20 minutes walking distance from the centre of the site. The quantitative assessment process has included an assessment of:

- Access to the town centre (mapping of existing local shops and services and assessment against the Town Centre Principles).
- Access to health & leisure services and green space (reflecting discussion on future service needs with East Lothian Health and Social Care Partnership; reflecting feedback from the recently completed Planning for an Ageing Population Consultation in the design development and; by recognising the ambitions set out in the emerging East Lothian Tree and Woodland and Open Space Strategies).
- Transport and connectivity (Transport Assessment completed interrogating vehicular movements, car parking, efficiency of the roads network, access to public transport and active travel).
- Access to housing (Review of available Haddington Population & Health and Well-being demographics, Housing Needs and Demands data and the Local Housing Strategy requirements).
- Community Engagement (Listening to the views of the community through consultation, and capturing their views through the use of a Herdmanflat specific place based questionnaire).

#### 3.5.3 Place and the Twenty Minute Neighbourhood - Context (qualitative)

The qualitative place assessment was informed by the findings of the various relevant local data outlined previously.

Given the sites close proximity to the town centre, many of the centrally located shops and council services were assessed as being easily accessible:

- Local Hospital and healthcare services, schools and leisure facilities are all currently within an easy 20 minute walk.
- Thirteen bus stops were identified as being within a 6-10 minute walk including Haddington bus and coach station situated in the Town Centre.
- Five local green spaces, the River Tyne walkway and access to the wider countryside were all identified as being reachable within 10 to 20 minutes walk from the site (not including Herdmanflat itself).
- No discernible gaps were identified in local provision given the sites very central location.

Amenity	Distance (m)	Journey Time (Min)	
		Walking	Cycling
Bus stops on Aberlady Road	250	3	1
Co-op Haddington	760	11	3
Bus stops on Station Road	690	10	3
Haddington Post Office	790	11	3
Tesco superstore	740	10	3
Knox Adademy High School	950	13	4
Haddington Primary School	1090	15	4
East Lothian Community Hospital	940	13	4
Assumed walking speed = 1.2 metres/second			
Assumed cycling speed = 16 kilometres/hour			

Existing pedestrian and cycle travel distances to and from the Herdmanflat site

# 3.6 Existing Neighbourhood Connections



**Productive Places**  
 Policy 27 - City, Town, Local and Commercial Centres  
 Policy 31 - Culture and Creativity



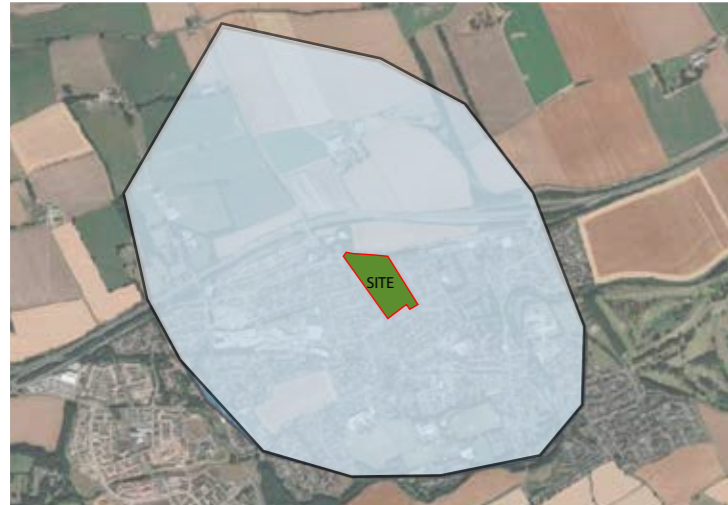
**Liveable Places**  
 Policy 15 - Local Living and 20 Minute Neighbourhoods



**Sustainable Places**  
 Policy 13 - Sustainable Transport

The site is located in the north of Haddington, at the former Herdmanflat Hospital. It is close to the High Street and Community Hospital and surrounded by residential units. Currently, the site is predominantly used by local dog walkers and as a short cut for walkers.

The site is served by local bus stops on Aberlady Road and Lydgait, connecting it to the wider community. A number of Active Travel routes are found within Haddington, although none are in the immediate vicinity of the site.



- Key:
- Former Herdmanflat Hospital Site
  - Town Centre
  - Core Paths
  - National Cycle Network
  - Nearest Bus Stops (within 6-10 min walk)
  - Council HQ
  - Food Retail
  - Hospital
  - + GP Practice
  - + Pharmacist
  - Sports Centre
  - Park
  - School
  - Community Centre
  - Church
  - Business Area
  - ← Existing key path routes

## 3.7 Landscape Character

### 3.7.1 Landscape Character

Herdmanflat has a special landscape quality and provides good local landscape amenity for the adjoining communities. It contains several distinctive character areas that should inform the redevelopment masterplan. These include:

- Orchard space with mature apple and pear trees in the north of the site, between the primary listed building and the Garleton Building.
- A formal and open structure associated with the listed buildings including amenity lawn and grass terrace - creating an open frontage and setting to the listed buildings.
- A central open parkland space on the northern central zone with rough meadow grass and some desire paths along the edges.
- Mature woodland boundaries - primarily on the west and east of the site with a range of quality trees, under-storey vegetation and informal paths through the woodland zone.
- A natural regeneration zone on the south of the site where previous buildings have been demolished and partially removed. This contains a range of scrub vegetation.
- A mature lime avenue as a distinctive boulevard up Hopetoun Mews from Lydgait to the listed buildings.
- A stone wall provides a strong boundary feature on the north and west, restricting access primarily to the main entrance on the north west and via Lydgait on the south east.

The majority of community uses are associated with the informal paths through the woodland areas, the primary route up Hopetoun Mews and across the key central open space. It is used mainly by dog walkers and provides passive/ local level recreation.



- Key:
- Orchard space with mature fruit trees
  - Formal and open structure associated with amenity buildings
  - Central open parkland
  - Mature woodland boundaries
  - Natural regeneration zone
  - Mature lime tree avenue
  - Existing stone boundary wall
  - Buildings demolished October 2022

### 3.7.2 Ecology & Biodiversity

The masterplan proposals identifies the safeguarding of high value ecological features on the site and identifies a diversification of habitat through species rich planting. Ecology surveys already conducted, highlight that existing landscape and tree maintenance supports wildlife, and encourages the re-establishment of flora and fauna below the existing tree canopies. Together, the combination of safeguarding, enhancing and managing demonstrates that meaningful contribution is being made to the site's biodiversity.

# 3.8 Ecology

An Ecological Appraisal was undertaken to establish the feasibility of the site to accommodate development. The proposals have been reviewed in the context of the criteria set out in the EIA Regulations including:

- The characteristics of the proposed development.
- The location of the proposed development and the environmental sensitivity of geographical areas likely to be affected by the proposed development.
- Characteristics of the potential impacts.

From the assessment of types and characteristics of potential impacts likely to arise from the proposed development at the site, East Lothian Council concluded that the proposed development does not constitute an EIA development.

Extensive surveys for roosting bats were undertaken within the site, with bats found to be roosting in a small number of locations. Where necessary, NatureScot's licensing process has been engaged to facilitate enabling works. However, many of these roosting features have been retained, and continued provision for bats forms an ongoing consideration of the development.

The majority of ecological features within the site have been assessed as being limited in value and therefore there is opportunity for pockets of redevelopment. The exceptions are areas of mixed woodland plantation and mature trees (both scattered and forming tree lines). These habitats provide variety and structural diversity in the local landscape, and potential habitat for protected species. Furthermore, woodlands are listed as a priority habitat on the Scottish Biodiversity List (SBL). As such, we would seek to retain and where possible, enhance woodland features within the site.



Extract from the List of Ecological Surveys undertaken to date. A full list of surveys undertaken can be found in appendix 10.3.

Date	Survey Type
27th and 28th October 2020	Extended Phase 1 habitat survey, including preliminary assessment of bat roost potential of buildings
13th May 2021	Dusk bat survey: buildings
14th May 2021	Dawn bat survey: buildings
10th June 2021	Dusk bat survey: buildings

- Key:
- Existing buildings
  - Neutral grassland (semi-improved)
  - Neutral grassland (semi-improved) / scrub (scattered)
  - Amenity grassland
  - Amenity grassland / broadleaved scattered trees
  - Mixed woodland (plantation)
  - Scrub (dense / continuous)
  - Introduced shrub
  - Introduced shrub / mixed scattered trees
  - Existing lines of trees
  - Existing groupings of trees
  - Poor quality hedge
  - Mixed scattered trees
  - Bird nest
  - Tall ruderal habitat

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### 3.9 Existing Site Access

The site is currently accessed by vehicles and pedestrians from Aberlady Road where a curved entrance wall inside the site and a set of gate piers are adjacent to the listed entrance lodge building. There is a further access at Hopetoun Mews via Lydgait which runs parallel to the historic lime tree avenue. There is a low stone wall on the corner and it is understood that this was used previously for hospital traffic, one way out of the site.

There are a number of paved pedestrian paths around the former hospital buildings but the primary pedestrian access is through more informal and desire path routes through the woodland areas.



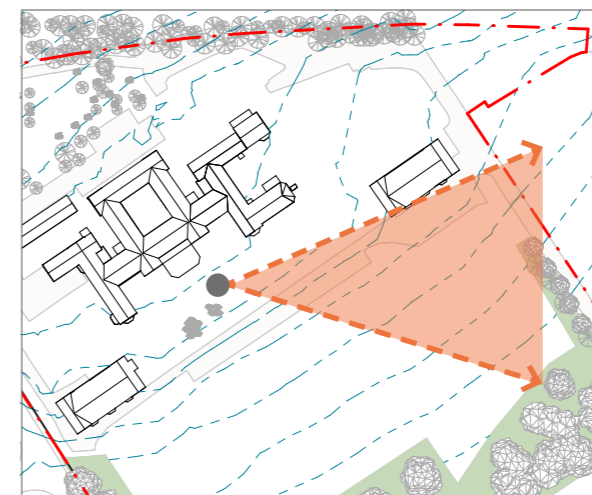
### 3.10 Building Siting - Key Views



Aberlady Road Site entrance - view south east



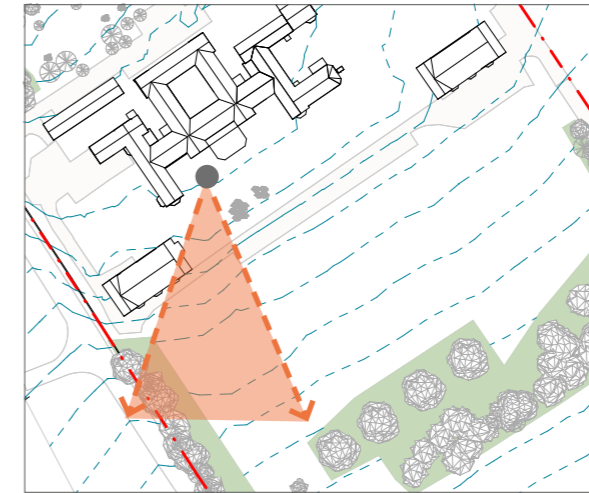
Meadow - view east



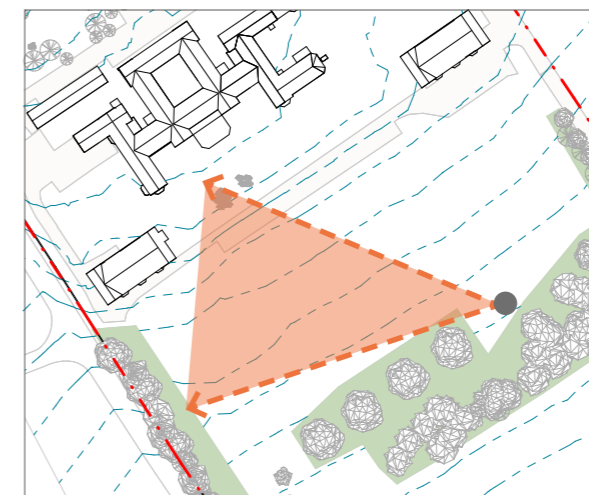
### 3.10 Building Siting - Key Views



Meadow - view south



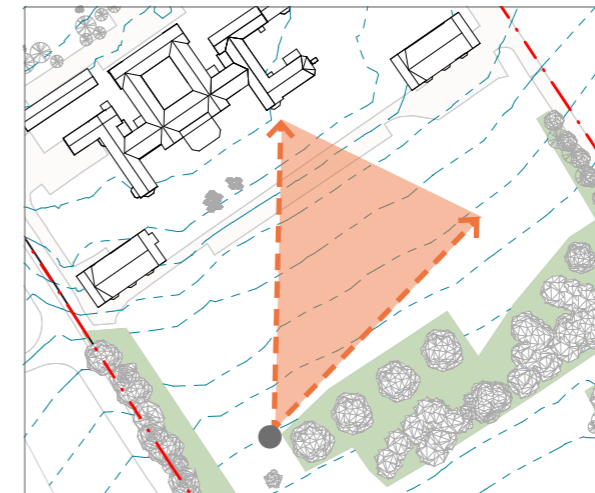
Penraig - view west



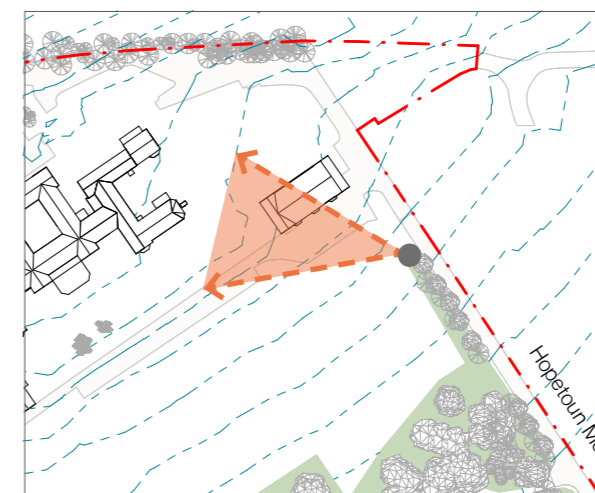
### 3.10 Building Siting - Key Views



Lammerlaw - view north east



Hopetoun Mews - view west





Herdmanflat Masterplan - Design and Access Statement

# SECTION 4

# Options Appraisal

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Volume 1 - Strategy

# 4.1 Creating a Successful Place



## Liveable Places

Policy 14 - Design, Quality and Place

Policy 15 - Local Living and 20 Minute Neighbourhoods

Policy 21 - Play, Recreation and Sport



## Sustainable Places

Policy 1 - Tackling the Climate and Nature Crises

Policy 4 - Natural Places

Policy 6 - Forestry, Woodland and Trees

Policy 7 - Historic Assets and Places

Policy 9 - Brownfield, Vacant and Derelict Land and Empty Buildings

The existing landscape quality is high however there are a limited range of habitats and amenities on site.

There are therefore significant opportunities for landscape enhancement to create a place that benefits people and nature:

### 1. Bringing Communities Together



The Masterplan should seek to provide better opportunities for community access and integration by considering:

- Opportunities for community growing.
- Opportunities for active travel routes to encourage walking and cycling.
- Opportunities for drop-in services.
- Natural play and spaces for interpretation.
- Opportunities for seating, picnicking and social interaction.
- Connectivity to the town centre and public transport links.

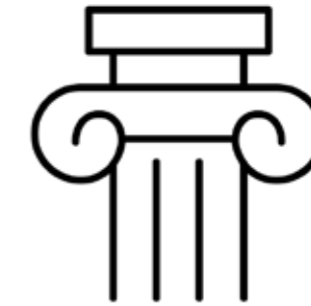
### 2. Living with Nature



The Masterplan should seek to build on and support access to nature by:

- Bringing natural treatments and vegetation close to the edges of development - 'nature to the window'.
- Encouraging outdoor access through the provision of accessible routes and spaces.
- Integrating drainage features throughout with opportunity for wetland planting and bird life.
- Safeguard mature trees and put management processes and succession planting in place for their long term health.
- Diversify habitat types on site and utilise species rich and native layered palettes in place of more traditional amenity shrub planting.

### 3. Celebrating Heritage



The Masterplan should seek to recognise the special qualities of the listed buildings and their setting by:

- Retaining an open setting and key views towards the listed buildings and from the listed building to the landscape.
- Retaining the majority of the boundary wall whilst considering opportunities for improved community permeability.
- Retaining mature landscape features such as the orchard and primary avenues and consider opportunities for restocking.



## 4.2 Bringing Communities Together

The site offers fantastic opportunity to create an exemplar environment for older generation living by grounding the site as a community asset. The site is located close to key transport routes and several informal footpaths and cycle ways. The site is surrounded by residential communities and there are clear opportunities to link with adjacent green spaces to maximise both amenity and habitat connections.

The development should look to maximise community integration and seek to provide a mix of formal and informal facilities for a range of local users, examples include:

- Play spaces for younger and older children that can be used by visiting families and by the local community;
- Prioritise cycle and walking routes through the site that connect to the wider community;
- Space for drop-in services such as mobile library, ice-cream vans, fish vans or other local community services;
- Maintain a park-like character that the local community can use;
- Provide building entrances where people can sit and gather, and foster a sense of identity;
- Incorporate productive landscape features such as orchards.



Active travel routes to encourage walking and cycling - Haddington-Longniddry railway path



Orchard & community growing



Drop-in services



Natural play and spaces for interpretation



Picnic and outdoor social spaces



Spaces to encourage informal social interaction and personalisation

## 4.2 Bringing Communities Together



Liveable Places  
 Policy 14 - Design, Quality and Place  
 Policy 15 - Local Living and 20 Minute Neighbourhoods  
 Policy 21 - Play, Recreation and Sport

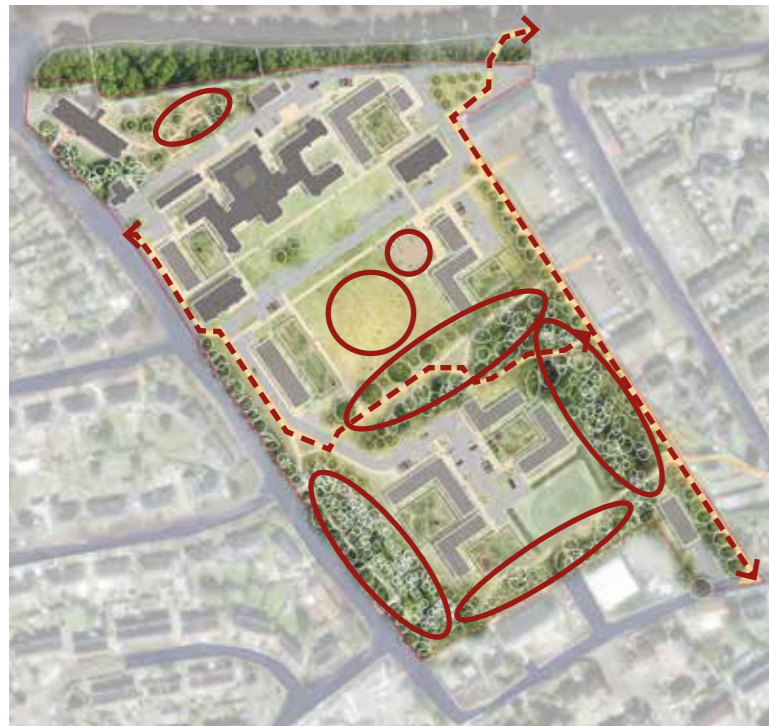


Sustainable Places  
 Policy 4 - Natural Places  
 Policy 6 - Forestry, Woodland and Trees  
 Policy 13 - Sustainable Transport

Opportunities to support multi-generational and inclusive access should be delivered through the masterplan, providing safe spaces for the community to come together and interact.

○ Areas where communities can come together through:

- Retaining and creating woodland spaces
- Active travel routes
- Natural play features
- Community growing spaces
- Petanque courts
- Central open space



Retain existing woodland belt through appropriate management to balance amenity and biodiversity

Clear tree planting strategy to be developed

Community active travel routes throughout the site

Furniture and play elements that are inclusive for a range of ages and abilities

Natural play features to work with the sites woodland character

## 4.3 Living with Nature



Liveable Places

Policy 14 - Design, Quality and Place

Policy 15 - Local Living and 20 Minute Neighbourhoods

Policy 21 - Play, Recreation and Sport



Sustainable Places

Policy 4 - Natural Places

Policy 6 - Forestry, Woodland and Trees

Policy 13 - Sustainable Transport

The varied landscape of the site offers good local amenity and access to nature. Through careful integration, the new residential community can benefit from the health and wellbeing opportunities this brings.

This can be done by both physical access - trails and walking routes, as well as visual and aural connections - bringing wildlife up to windows, hearing bird song, trees rustling, etc.

The site's SUDS drainage strategy should be centred on above ground facilities where possible, such as swales and ponds that also provide biodiversity and amenity value.

Access to nature should be at the core of the development principles, examples include:

- Retain parkland character of the site and retain key mature specimens;
- Celebrate and strengthen existing biodiversity with appropriate mitigation/enhancements such as bird and bat boxes, nectar rich planting, and an appropriate level of maintenance;
- Possibility to build close to existing mature trees by following British Standard guidelines with no damage to trees;
- Minimise vehicle traffic around site, prioritising active travel instead, with car parking spaces to be varied and discreet;
- Above ground SUDS features that provide amenity and habitat value;
- Provide outdoor social spaces in a mix of scales and supervision so that everyone can access nature regardless of ability.



Brining nature up to the window



Create a range of outdoor spaces for a range of abilities



Integration of SUDS features throughout



Spaces to encourage time outdoors such as outdoor games areas, for adults and children



Work with and around existing mature trees

## 4.4 Celebrating Heritage



The site has a strong sense of character due to its unique heritage; however the piecemeal hospital development and reduction of maintenance across the grounds has reduced the original character features.

The general condition of all buildings to be retained, despite being unoccupied for several years, remains reasonably robust. Original stonework has decayed at lower levels, though roofs appear to be in good condition. Internally, original room sizes and proportions would suit conversion to residential use, though little of interest remains internally following many decades of reconfigurations and alterations.

In dialogue with Historic Environment Scotland and East Lothian Council Planning, it is anticipated that the retained buildings could be reconfigured in a sensitive manner, with the special interest primarily seen as the overall character and setting, rather than specific architectural quality.

Key elements within the landscape still reflect the unique character and history of the site, these include the bowling green, original boundary walls, key avenues and vistas including the formal, open nature of the front lawns. Development should be sympathetic to these core characteristics, whilst sensitively integrating contemporary uses. Examples include:

- Strengthen the setting of the main building, developing a sense of arrival and representing the original terraced approach, framing the open space could help to provide clear definition;
- Retain key avenues - some trees may need removing or replacing to strengthen the form;
- Maintain key views to Haddington - including the Town House Spire;
- Retain and reinvigorate orchard to north of the site, this could be used as a communal asset.



Reflect and enhance existing formal areas to provide social spaces around the main building



Maintain boundary walls



Celebrate avenue features



Reflect and enhance existing formal areas to provide social spaces around the main building



Retain and enhance existing orchard as community asset

## 4.5 Feasibility Study - Optioneering

Four indicative masterplan options were developed through a feasibility study. These early masterplan layout options were based upon the Council's aspiration for the site to embody the key principles of:

- Community Integration
- Living with Nature
- Celebrating Heritage

### Option 1:

- Retained the primary vehicular access from Aberlady Road
- Proposed new vehicular access from north east of the site
- New road from Hopetoun Mews to access the southern development zone
- Low density new development to the east and west of the central zone



### Option 3:

- New vehicular access from Aberlady Road
- Proposed new vehicular access from north east of the site
- Higher density new housing across the central zone



### Option 2:

- Retained the primary vehicular access from Aberlady Road
- Proposed new vehicular access from north east of the site
- Existing road along the north-west boundary extended to provide access to the southern development zone
- Low density new housing to the east and west of the central zone



### Option 4:

- New vehicular access from Aberlady Road
- Proposed new vehicular access from north east of the site
- Higher density new housing across the central zone



Option 2 was selected to progress in more detail as it;

- Retains open space in the centre of the site
- Limits the requirement for new road infrastructure
- Provides the right balance between new housing and retention of existing landscape features

## 4.6 Layering Homes and Landscape

The feasibility study optioneering led to establishing development zones through careful consideration of the site's key landscape assets, access, opportunity for community integration and heritage. Zones shown in turquoise in the plan have been identified as having the opportunity to accommodate some development and provide housing for older people, whilst:

- Retaining the site's key landscape assets
- Retaining access through woodlands and open spaces
- Safeguarding the heritage character

The Place Framework is based on a landscape led approach to development and consideration of the future health and safety of the site and its assets.

The existing landscape character has been a key influencing factor for the site masterplan and the proposals aim to both safeguard and enhance the key landscape characters on site. The proposals are strongly focussed on community integration and providing greater amenity and improved access to the neighbouring housing.

The positioning of the proposed buildings has been informed by the root protection zones of the existing retained trees, key views, the impact on neighbours and the understanding of the ecological significance of the site and the proposed infrastructure strategy, that includes active travel routes and accessible connectivity with the surrounding neighbourhoods and car parking requirements.

It is anticipated that the masterplan proposals will deliver between 140 to 145 units for the development site in a combination of new build apartments and refurbished apartments within the existing buildings.





Herdmanflat Masterplan - Design and Access Statement

# SECTION 5 Inclusive Housing Design

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Volume 1 - Strategy

## 5.1 Housing for Varying Needs & Dementia Friendly Design

### 5.1.1 East Lothian Council Aspirations

The Council's aspiration is for all dwellings to be Housing for Varying Needs compliant and for most, if not all ground floor dwellings to be wheelchair accessible. In addition, due to the older age demographic the Council anticipates will be residing on the site, a key aspiration is to ensure that both the site and housing is designed with dementia friendly principles in mind as far as practicable.

The East Lothian Health and Social Care Partnership have been consulted on the proposals for the Herdmanflat site and have requested that the masterplan accommodate eight residential properties that would be suitable for people with a learning disability or complex needs.

East Lothian Council have made a commitment to carry out further public consultation on the health and well-being aspirations for the site prior to submission of any detailed design.

### 5.1.2 Housing for Varying Needs

"Housing in its design and form should provide for people's different needs and circumstances. People have various housing needs and these will almost certainly change through a lifetime. The built form of all housing should be flexible enough to accommodate a range of these needs." - HfVNs

Housing for Varying Needs takes into account that peoples needs and abilities differ and is considerate of older people, ambulant disabled, wheelchair users and those with other specific needs such as mental health factors, and those with impaired sight.

A revised version of the Housing for Varying Needs Guidance is currently out for consultation.

### 5.1.3 Key considerations

- Location of housing and surrounding environment
- Building form and housing layout
- Access to dwellings and provision of vehicles
- Communal areas, stairs and lifts
- Circulation spaces and doors
- Storage provision
- Building services
- External facilities

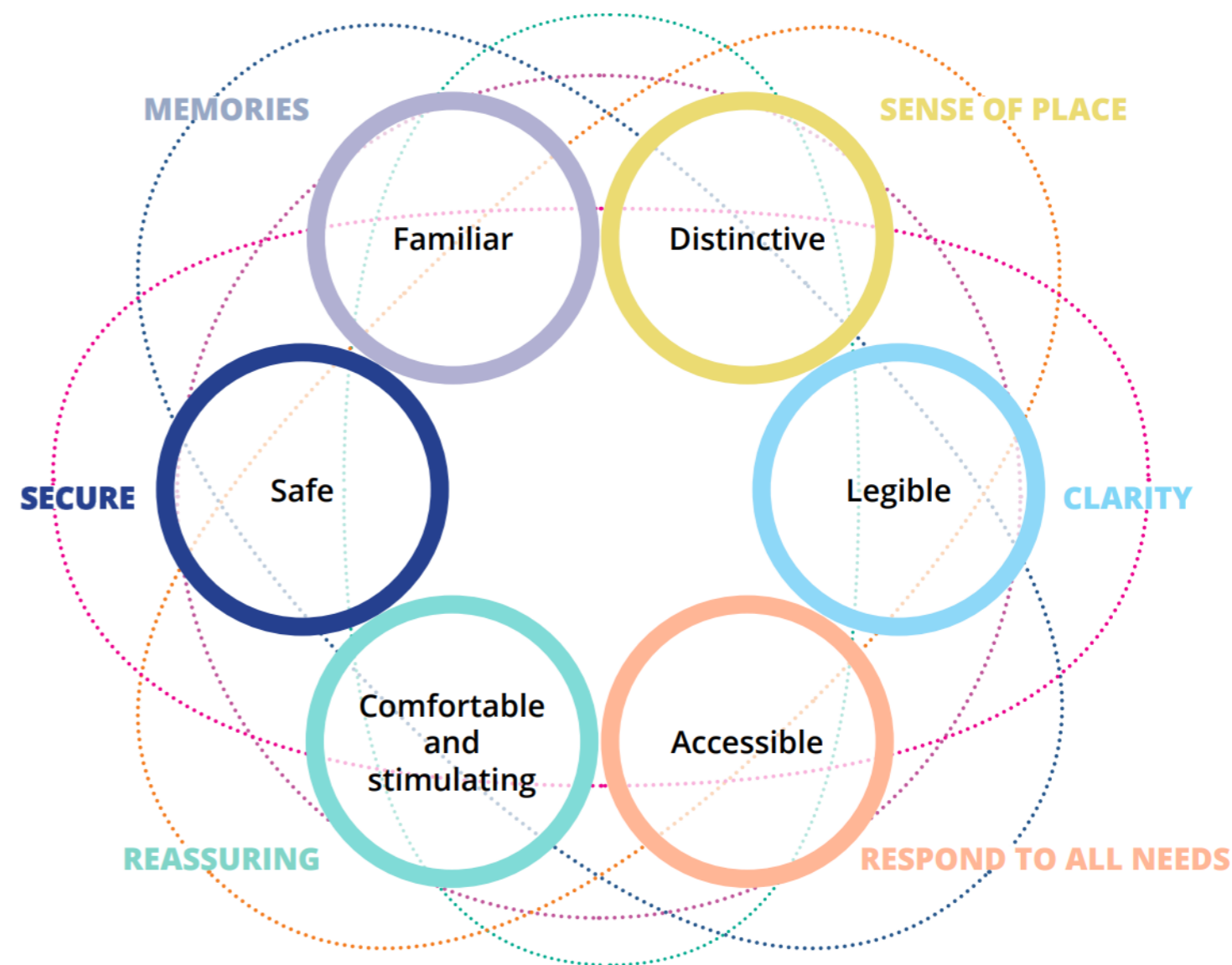
### 5.1.4 Dementia Friendly Design

To achieve this, we will utilise the guidance below to design a safe, comfortable and accessible development for all, to ensure that people can, where appropriate, stay at home, live, and move throughout the site more independently for longer.

Guidance documents;

- [Design for Dementia Volume 1 - A Guide](#), Bill Halsall & Dr. Rob MacDonald
- [Dementia-friendly housing guide](#), Alzheimer's Society
- [Improving the design of housing to assist people with dementia](#), The Dementia Services Development Centre
- [Dementia Friendly Dwellings for People with Dementia, their Families and Carers](#), Centre for Excellence in Universal Design

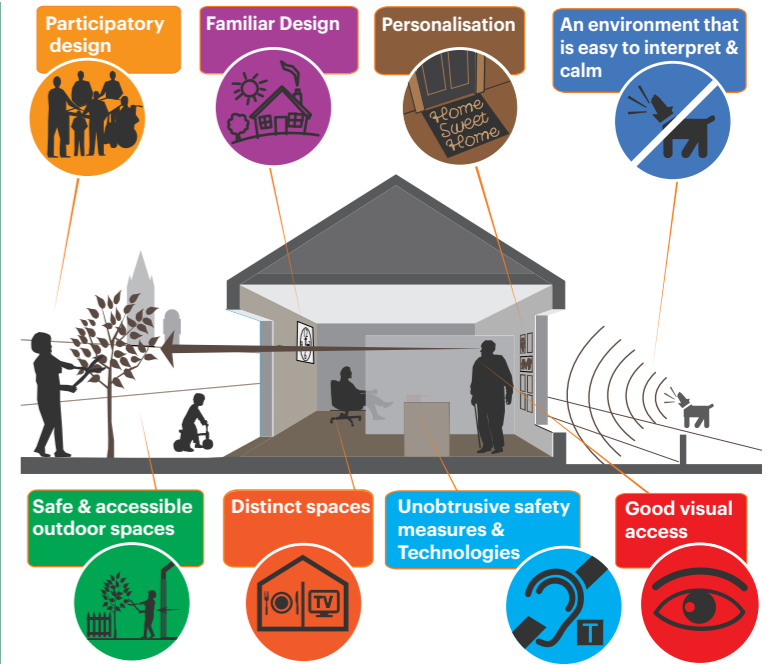
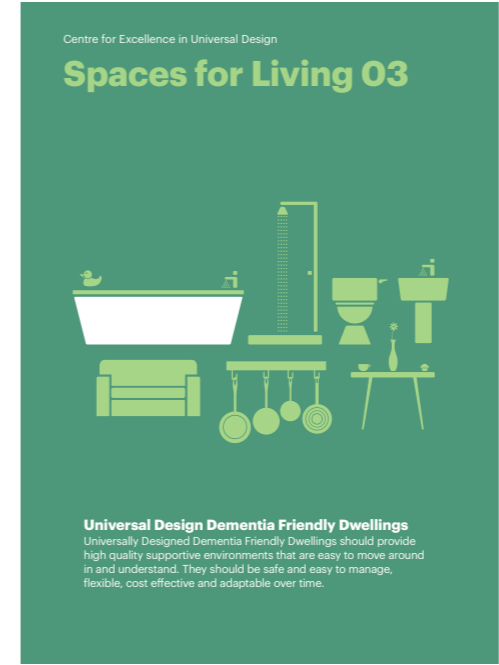
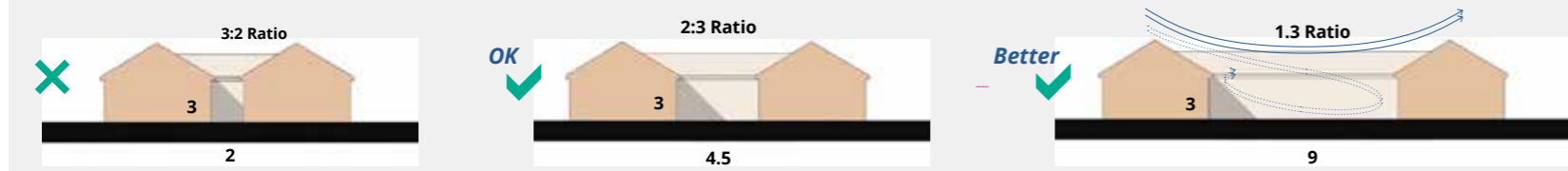
### KEY DESIGN PRINCIPLES DESIGN for DEMENTIA Vol. 1 - A Guide



# 5.1 Housing for Varying Needs & Dementia Friendly Design



Research by Kevin Lynch (Image of the City, 1960) established that individuals often understand and navigate through a neighbourhood using their own mental maps based on five key elements: edges, districts, paths, nodes and landmarks.



- FLUSH THRESHOLD
- PROTECTED OUTDOOR SPACE
- BELONGING
- RECOGNISABLE FEATURES
- SEGREGATED PATHS
- ACCESSIBLE FOOTPATHS
- SENSE OF OWNERSHIP



Precedent images of proposed features for the development

## 5.2 Accessible, Adaptable and Inclusive Design

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

A Fairer Scotland for Older People is Scotland’s Framework for tackling inequalities for older people. The Framework sets out the direction of travel that Scottish Government and wider public/ non public agencies should work to address the challenges highlighted in the strategy.

The framework encourages interventions which support local reform of health and social care services, encourages older people to keep physically fit, promotes housing for all, people living with dementia (and their carers), tackles social isolation and loneliness, promotes intergenerational activity and tackles fuel poverty through energy efficiency.

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



### 5.2.2 Age, Home and Community: Next Phase - 2018

Age, Home and Community is the Scottish Governments Strategy to create a housing system that works for Older People. The strategy recognises that most older people wish to remain independent and live in their own homes for as long as possible which can have significant benefits on well-being.

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

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



### 5.2.3 Coming Home Implementation Report – Feb 2022

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

The Mission statement reads:

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

Recommendations for implementation include:

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

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

### 5.2.4 New Dementia Strategy for Scotland – May 2023

The new Dementia Strategy for Scotland is a 10-year vision for change. The strategy sets out a positive, shared vision for dementia in Scotland. It makes clear the importance of a shared vision that is owned by all of us working together to deliver a better experience for people living with dementia, their families and carers. The strategy makes 23 references for the need to address future housing options for people living with dementia, which reinforces the work to be done to prevent people with dementia having to stay in hospital for longer than they should, and the need to increase the level of care that can be provided in the community, rather than a hospital setting.

The Herdmanflat Masterplan reflects the aspirations highlighted in the Dementia Strategy for Scotland, providing 140 to 145 affordable homes for older people that will support more independent living. The masterplan aspirations are to provide all homes to a dementia friendly standard, and the landscape strategy is also being developed to be dementia friendly.



## 5.3 Precedent Study - Steepleton, Tetbury



Liveable Places  
 Policy 14 - Design, Quality and Place  
 Policy 16 - Quality Homes  
 Policy 23 - Health and Safety



Sustainable Places  
 Policy 4 - Natural Places

Located within the Cotswold Area of Outstanding Natural Beauty, the Tetbury Retirement Community is informed by local historic Cotswold farmsteads and almshouses. The residential buildings are clustered at a comfortable domestic scale around a series of open courtyards which provide opportunity for social interaction.

Covered decks provide access to upper floor flats whilst offering shade in the summer months.

Reference - Proctor & Matthews Architects

<https://www.proctorandmatthews.com/project/steepleton-tetbury>



# 5.4 Precedent Study - Helenvale, Glasgow



Liveable Places  
 Policy 14 - Design, Quality and Place  
 Policy 16 - Quality Homes  
 Policy 23 - Health and Safety



Sustainable Places  
 Policy 4 - Natural Places

The Glasgow East End development comprises highly accessible and connected two-bedroom flats which have been fully developed with independent living in mind. The properties offer an open plan floor space around a central core of kitchen and bathroom, allowing for freedom of movement for any level of mobility.

The development is spread across two, three storey blocks, with deck access to all levels and access to shared gardens, raised beds and car parking on site.

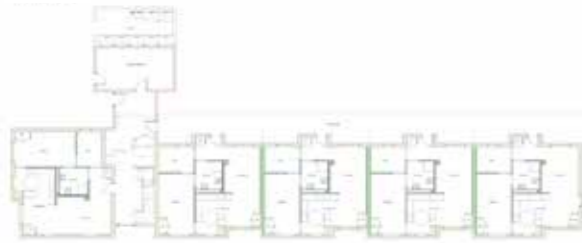
Reference - HYPOSTYLE Architects  
<https://www.blackwoodgroup.org.uk/helenvale/>  
<https://www.scottishhousingnews.com/articles/next-phase-of-independent-living-homes-launched-by-blackwood>



Second Floor Plan



First Floor Plan



Ground Floor Plan



# 5.5 Precedent Study - Kylsith Road, Kirkintilloch



Liveable Places  
Policy 14 - Design, Quality and Place  
Policy 16 - Quality Homes  
Policy 23 - Health and Safety



Sustainable Places  
Policy 2 - Climate Mitigation and Adaptation  
Policy 4 - Natural Places

The development located in a semi-rural location on the edge of Kirkintilloch adjacent to the Forth and Clyde canal, provides 23 new affordable housing properties designed for Link Housing Association.

The development consists of dual aspect flats as well as cottage flats with a view over the canal. A communal garden encourages social interaction between residents. The project achieved Silver standard level of sustainability.

Reference - PAGE/PARK

<https://pagepark.co.uk/project/architecture/Kylsith-road/>



Herdmanflat Masterplan - Design and Access Statement

# SECTION 6 Consultation

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Volume 1 - Strategy



## 6.1 Public Consultation - The Events

### 6.1.1 Public Consultation

The purpose of the public consultation was to collate the views of lots of different people living near Herdmanflat to find out what they thought of the proposals. It was key to involve people from an early stage to ensure they had the opportunity to comment on and influence the proposals. To achieve this, different methods were used to advertise the consultation event to let people know how and where they could get involved with the promise of open and honest discussions when responding to the feedback received.

The consultation was advertised to local resident and community groups using the following methods;

- Newspaper adverts
- Press releases
- Social media posts
- A poster campaign
- A local leaflet campaign
- Emails and letters to local councillors
- Emails to the local Community Council

People had the opportunity to view and comment on the proposals between the 10th of January 2023 and the 10th of April 2023. Opportunities for feedback on the proposals were provided by means of:

- A questionnaire in paper and online formats
- Public events
- Presentations and Q&A sessions at public meetings
- An email address so people could ask questions

The responses received are detailed in Appendix 10.6. The following page provides a sample of comments received from the public.



### 6.1.2 Wider Consultation

There has been a programme of wider consultation with relevant stakeholders; including relevant Council Departments (Planning, Landscape and Roads) and NHS Service leads as well as local elected members.

The Chief Executive of Volunteer Centre East Lothian (VCEL) has attended site visits with the Project Board, the Council's Housing Team, and Health & Social Care Partnership staff. The third and voluntary sectors will be key partners in the delivery of future housing, health, and social care services at Herdmanflat, and will become more involved in discussions as the masterplan principles are developed into the detailed project requirements.

Dementia Friendly East Lothian (DFEL) have also been made aware of the projects key drivers and are broadly in agreement that the approach adopted aligns with the best practice approach advocated by them. As the detail develops beyond the masterplan principles, it is envisaged that DFEL will become increasingly more involved as the detail of the dementia friendly house types and landscape is developed.

There will be further consultation with these bodies during the detailed planning stage, along with additional consultation on the Health and Well-being aspects of the project.



## 6.2 Public Consultation - The Feedback



## 6.3 Public Consultation - The Response

To understand what people were most interested in about the Herdmanflat proposals, the number of times people mentioned each topic or concern was counted. This feedback was then grouped into common themes. The most mentioned topics and concerns were about the following;

The public raised concern:

- About losing lots of trees.
- That there would be no accessible green space left to enjoy.



### Theme 1 - Losing Green space, Trees and Woodland

Our number one priority is to provide affordable housing as sensitively as possible. Our plans are focussed on keeping tree loss to an absolute minimum. Retention of Category A Trees remain the priority and tree removal will only be proposed where absolutely necessary. There will still be lots of green space, especially in the middle of the site. We will be introducing more paths and access points into the site to make sure local people can access the green space more easily. The woodland paths will be upgraded to make them accessible to more people.

The public raised concern:

- About the impact on birds and wildlife.
- That biodiversity would be worse off than it is today.
- The loss of trees could impact local wildlife in a bad way.



### Theme 2 - Impacts on Biodiversity and Ecology

We want to protect the existing ecology and enhance it where we can. We are protecting trees & hedges which offer a safe space for birds and bats and have already installed many bat boxes across the site. The masterplan will place new housing development in the least sensitive parts of the site, and we will continue to keep the environment at the heart of our plans. Enhancing biodiversity is a key objective, and making nature more accessible to local people is important to us. New housing will need to be supported by a new Sustainable Urban Drainage System which will introduce ponds and swales, attracting new species to the site.

The public raised concern:

- About new cars entering and leaving the site at Lydgait.
- About car parking provision and that older people might not need as many cars and parking provision should therefore be lower.



### Theme 3 - Impacts from Cars and Car Parking

We have changed our proposals to make the Lydgait entrance pedestrian and cycle access only and will discuss this in detail with the Council's Planning and Roads departments. We think these changes will improve safety and help to make the grounds more accessible. We think the existing main entrance on Aberlady Road is the best solution with traffic eased further by introducing a new entrance from the east at the top of the site. Early discussions with ELC Planning and Roads Dept. has agreed to a reduced car parking level that provides parking at 75% of the number of units for the development.

The public raised concern:

- That four storey housing was too high.
- That the proposed housing would overshadow gardens.



### Theme 4 - Height and Density of Housing and Overshadowing

We have pulled development further back and reduced the storey heights so that new development will feel less imposing. There will be a mix of different dwelling types on site, however we have reviewed our plans and where we were showing some four storey flats, we have taken the decision to limit these to three storeys.

The public raised concern:

- How construction traffic would impact people living close to the site.



### Theme 5 - Impact of Construction on Surrounding Neighbours

We will produce a Construction Management Plan which includes how construction traffic will be managed as the development is built. Our plans aim to limit all construction traffic to the Aberlady Road entrance for the duration of the build. This might mean that cars will have to use the Lydgait entrance for a period of months until the development is completed. After completion, the Lydgait entrance will be for pedestrians and cyclists only.

The public raised concern:

- That loss of access and loss of green space and trees would impact negatively on the health and well-being of the wider community.



### Theme 6 - Impact on Health and Well-being

We think housing and health go hand in hand. The benefits of good housing on physical and mental health are widely accepted. Protecting trees and improving access to green spaces on the site are a key objective of the masterplan. We think this approach will increase the impact the site can deliver in terms of health and well-being, expanding the reach far beyond what exists today. As part of our commitment to ensuring the site will provide health and well-being benefits to more people, we have promised to undertake a Herdmanflat Health and Well-being consultation before we submit detailed planning applications for the site.

The public raised concern:

- Regarding the climate emergency stating that there should be protection and re-wilding of the Herdmanflat site rather than building houses, and that there were very few green spaces like Herdmanflat in Haddington.



### Theme 7 - Climate Emergency

Herdmanflat redevelopment and the impact of Climate Change is being fully considered. We have already taken steps to re-wild parts of the site in and around the woodland which include substantial crown lifting, removal of dead trees and leaving felled wood to rot naturally on site.