Fife Matters

Report of Survey

Finalised Fife Structure Plan 2006-2026

Approved by Fife Council
27 April 2006
for submission to Scottish Ministers

Fife Council

FINALISED FIFE STRUCTURE PLAN 2006 – 2026

FULL FIFE COUNCIL VERSION

REPORT OF SURVEY

BACKGROUND PAPER

27 APRIL 2006

FIFE COUNCIL
DEVELOPMENT SERVICES

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INTRODUCTION

The Town and Country Planning (Scotland) Act 1997 imposes a duty on a planning authority to keep under review the matters which may be expected to affect the development of their area or the planning of its development. The findings of this review take the form of a structure plan.

The Act also imposes the duty to produce a statement containing the steps taken to comply with the production of the structure plan, i.e. the background research and studies undertaken to inform the formulation of the structure plan. The Report of Survey fulfils this duty.

The Report of Survey provides the background to the strategy, policies and proposals of 'Fife Matters', the Finalised Structure Plan (March 2006). The report details the baseline information used in formulating the plan; the challenges and opportunities which have influenced the plan's strategy, policies and proposals; the Community Plan; the principles of sustainability; and justification for the policies contained in the plan.

The National Planning Framework (NPF), Scottish Planning Policies (SPPs), National Planning Policy Guidelines (NPPGs) and Planning Advice Notes (PANs) provide the national policy framework within which the plan has been prepared. The Council's Community Plan and Environmental Strategy also inform the strategic framework. A bibliography includes all the relevant policy documents.
When approved, 'Fife Matters' will replace the existing Fife Structure Plan (July, 2002). This Report of Survey mirrors the layout of the Structure Plan for ease of reference.

NATIONAL PLANNING FRAMEWORK FOR SCOTLAND

The NPF is a non-statutory planning document produced by the Scottish Executive, which looks at Scotland from a spatial perspective and sets out an achievable long-term vision. The framework identifies key issues and drivers for change, sets out a vision to 2025 and identifies priorities and opportunities, and sets out actions to be undertaken by the Scottish Executive and public agencies to progress the framework. The NPF is one of the factors the Scottish Executive will take into account in coming to decisions on policy and spending priorities as well as providing a context for development plans and planning decisions. Points of particular relevance to Fife are:

Fife will play a key role in the Aberdeen-Edinburgh-Newcastle corridor where there are opportunities to develop the knowledge economy, and St Andrews University expertise is identified as an asset within this corridor, and able to contribute to the national and local economy.

The South Fife/West Edinburgh corridor has been identified as a business location which has the potential to become the focus for key industries and clusters as a basis for prioritising investment.

Rosyth is a European gateway with a focus on improving the integration of Scotland's economy with that of continental Europe as well as the rest of the world.

The Zeebrugge ferry service has established Rosyth as an important European gateway for freight and tourist traffic. Scottish Enterprise will examine the potential for a second European ferry route from Rosyth.

The new Forth crossing at Kincardine will improve connectivity between West Central Scotland and Rosyth.

The reopening of the Kincardine – Alloa – Stirling railway will provide a new freight route across Central Scotland. Moving coal between Hunterston and Longannet power station on this line will free capacity on the Forth Bridge for passenger services.

Mid Fife is an area where there is a need to strengthen environmental quality.
The importance of St Andrews as a tourist destination.

SPP1: The Planning System (2002)

Structure plans should provide a long-term vision, looking forward at least 10 years, as part of an overview of an area's development requirements, considering the functions and inter-relationship of places, expressing the settlement strategy for the area and identifying priorities for urban and rural regeneration. Policies should:

- identify the overall supply of land to meet the requirements for development;
- reflect and identify priorities for the provision of infrastructure;
- identify limitations on development;
- support and encourage sustainable patterns of travel; and
- promote the protection and enhancement of the built and natural environment.

It is important to monitor and review the implementation of structure plan policies. Planning authorities and others who have been involved in the process need to know the extent to which policies have been effective. If they are not, it is important to identify the reasons. Planning authorities should specify targets for implementation; for example, using indicators such as re-use of previously developed land or the amount of retail floorspace developed in town centres.

The basis of the structure plan is a vision which looks forward at least 10 years but which requires comprehensive review every 5 years when policies should either be reaffirmed or replaced. Full replacement is necessary when the strategy has been implemented or when it no longer reflects economic or social trends or development control decisions, or when it fails to address major new land-use issues in an area. A commitment by all planning authorities, including those in joint working arrangements, to effective management of the structure plan preparation process and implementation is essential to the continuing relevance and credibility of the statutory development plan.

SPP2: Economic Development (2002)

Development should embrace a wide range of views including those representing economic, investment and infrastructure interests. Planning authorities should therefore work with the business community, the Enterprise Networks and infrastructure providers to ensure that policies and proposals for land allocations reflect current and likely future requirements. Although some local authorities and the Enterprise Networks already work closely together, it is important that partnership working is extended to other areas to facilitate investment and development.

Development plans should:

- maintain a supply of sites offering a choice of size, location and environmental amenity, and which allow flexibility to provide for market uncertainty;
- safeguard national and other significant sites;
- regularly review allocated sites taking account of their marketability;

- identify supporting action, for example on infrastructure provision, environmental improvement or town centre management that can assist the delivery of economic development;
- have linked action plans which set out the activities to be undertaken to implement development, for example using compulsory purchase orders, and to co-ordinate and deliver the necessary infrastructure; and
- present clear policies for rural areas, including rural diversification.

SPP3: Planning for Housing (2003)

The structure plan should set out a strategy for the location of new housing over a period of at least 12 years and preferably up to 20 years from the date of approval. Up to year 12, the structure plan should identify the scale of provision needed and indicate how and where it should be met. Local plans should convert this into effective site-specific allocations.

The structure plan should:

- identify the overall housing land requirement for a period of 12 years from the plan's expected date of approval
- identify the scale of the existing effective land supply;
- where there is a shortfall, identify how much additional land is required for the first 12 years and the settlements where this will be provided. This should be separated into two phases and should include a margin of flexibility to help avoid the need for an alteration to bring further land into the effective supply prior to the 5-yearly review;
- provide a broad indication of the scale of the housing land requirement and the location of housing development beyond year 12, preferably up to year 20.

Structure plans are not expected to identify specific sites.

For the period up to year 12, structure plans should also contain an Action Plan setting out how implementation will be achieved and addressing any critical issues of phasing, infrastructure provision, the removal of significant constraints, land acquisition and the preparation of development briefs. For the period beyond year 12, structure plans should give a broad indication of where requirements will be met. This type of strategic decision can be made well ahead of land being required, informing infrastructure providers, allowing earlier consultation, and alerting communities to the probable future direction of development. Medium to long-term planning is needed to allow all parties to consider carefully how to accommodate future demand for growth where infill and brownfield opportunities cannot provide all the land necessary for new housing.

NPPG4: Land for Mineral Working (1994) and SPP4 Consultation Draft (2005)

Structure plans should include policies, which express the planning authority’s strategy for mineral working. This strategy should recognise that national and local requirements for minerals need to be met and provide for their working in a positive way. Mineral working cannot simply be dismissed as an unwelcome environmental intrusion and nuisance. Due weight must be given to the need for the resources, contributions to local employment and the wider economic benefits.

Structure plan policies for mineral working should:

- safeguard mineral deposits from development which would inhibit their subsequent extraction;
- define preferred areas for mineral working, in relation to other strategic priorities and subject to detailed evaluation in local plans or individual applications;

- define areas where, because of environmental and other considerations, proposals to work minerals are likely to prove difficult to reconcile with other policy considerations;
- set the framework for local plans including priorities for development control.

NPPG5: Archaeology and Planning (1994)

Structure plans should, in considering possible land use allocations and strategic locations for development, take full account of the implications for scheduled archaeological remains and other nationally important remains at present unscheduled. Such plans should also include:-

- relevant general protection policies for nationally important remains and their settings; for unscheduled sites of regional and local importance and their settings; and also for landscapes of historic importance;
- and general policies requiring the excavation and recording of such sites where the primary aim of preservation has not been achieved.

NPPG6: Renewable Energy Developments (2000)

Structure plans should make positive provision for renewable energy developments. Policies should indicate how they relate to other structure plan policies, including nationally and internationally important environmental factors and, where appropriate, other factors of local significance. When considering the spatial implications, the inclusion of a broad area of search may in some circumstances be helpful. Such an approach can provide a general guide, particularly in relation to wind energy developments, but the existence of such areas should not exclude development outwith these areas where they can be accommodated in a satisfactory manner. Alternatively, policies should set out criteria to guide the location of new renewable energy developments.

SPP7: Planning and Flooding (2004)

The potential of land to flood should be considered during the preparation and review of every development plan. 'Medium to high' risk areas for watercourse and coastal flooding, and areas where flooding from other causes is an issue, must be identified. Proposals for the development of additional areas which would require new flood prevention measures must only come forward with full consideration of all the implications.

Structure plans also have contributions to make towards achieving the wider objectives of flood management and the water environment. These can include: safeguarding from development the major areas and storage capacity of the functional flood plain; considering whether the option of managed realignment of the coast and any implications for development should be evaluated further; and playing their part in relation to River Basin Management Planning under the Water Environment and Water Services (Scotland) Act 2003.

NPPG8: Town Centres and Retailing (1998) and SPP8: Town Centres Consultation Draft (2005)

The aim of NPPG8 and SPP8 is to direct development and regeneration primarily towards town centres to protect and enhance their vitality and viability. Town centres provide a diverse range of commercial and community activities, including places of employment, open spaces and meeting places; a mix of interdependent land uses which taken together, create a sense of place and identity.

Planning authorities should identify and build on the essential qualities of the centre and seek to ensure that it meets the needs of the community it serves. They should take account of the dynamic nature of the retail and leisure industries and the need to make good use of existing infrastructure investment in town centres. In this way, the town centre strategy can then be reflected in the development plan. Important considerations will include:

- the opportunities for growth, improvement or redevelopment (including sites on the edge of centres) and the need to encourage the best use of existing facilities;
- the scope for diversification of uses to broaden the range of town centre activities;
- accessibility, the impact of traffic, and the availability of public transport;
- the need to retain and improve open space and recreational opportunities;
- the opportunities for housing and offices, particularly in mixed-use developments; and
- scope for adding to the quality of the urban environment.

Within that context it should be possible to establish the extent to which the town centre in the first instance, and edge-of-centre in the second instance, can satisfy that demand through development and change. As part of the overall provision, consideration should be given to the role of out-of-centre developments and whether there is a requirement for further such provision. If so, such developments should always be within the overall policy objective of giving priority to, and strengthening and safeguarding, the town centre.

The strategic framework in structure plans should:

- set out the policy for supporting and enhancing town centres, including an assessment of how far the existing town centres might be able to meet the demands for new shopping floorspace and other uses, while contributing to consumer choice and access to new formats;
- indicate whether, as part of the sequential approach, there is scope for retail developments outwith town centres; if so, indicate their scale and general location, ensuring co-ordination with expected housing, employment, or other planned developments, including transport infrastructure; and
- reflect the criteria set out in this guideline against which retail and commercial leisure development proposals outwith town centres should be assessed.

NPPG10: Planning and Waste Management (1996)

All structure plans should include land use policies for waste management that provide the strategic planning framework for more detailed policies and proposals in local plans. Structure plans should:

- provide a strategic view of waste management with regard to the level of waste arisings and implement SEPA's National Waste Strategy and National and Area Waste Plans;
- identify the strategic areas suitable for waste treatment and disposal facilities;
- implement the findings of any joint working with other planning authorities in establishing the network of treatment and disposal installations consistent with the 1994 Regulations and the Sustainable Development Strategy;
- take account of the 'proximity principle' to reduce waste movements if possible, favouring access to facilities by rail over road where the potential exists;
- safeguard the natural and built environment including designated areas, green belts, open countryside and the coast; and,
- guide other new developments in order that their amenity and environmental quality is not impaired by waste management facilities.

NPPG11: Sport, Physical Recreation and Open Space (1996)

Structure Plans should set out a long term vision for meeting sporting and recreational needs, including the approach to levels of provision and policies for safeguarding major open spaces. In the short term policies should provide protection appropriate to the local circumstances. In the medium term councils should work towards a strategic approach to planning for sport and recreation and determine priorities accordingly. A strategy which assesses demand in the area and relates it to existing provision should be drawn up with advice from the national agencies, and where necessary sport governing bodies, and input from other council departments. In particular the need for specialised facilities with extensive catchment areas may have to be addressed through a combined council approach. Structure plans will also need to reconcile provision for sport and recreation with demands for other and uses, and with responsibilities for the natural and historic environment Structure plans should:

- define the importance of sport and recreation as part of the plan's strategic long term vision for its area;
- provide guidance for Local Plans for more detailed policies, including the approach to defining levels of provision of open space and the most popular facilities;
- identify existing facilities with strategic implications and deficiencies;
- identify the scope for major new or improved facilities and initiatives with a dispersed catchment (e.g. regional parks);
- indicate the general locations for facilities of strategic or national importance;
- identify sensitive environmental areas where provision for sport or recreation would be inappropriate; and
- show that the advice given by the Scottish Sports Council, Scottish Natural Heritage and other specialist bodies has been taken into account.

NPPG13: Coastal Planning (1997)

A strategic planning policy context for the coast is required because the impact of development on natural and cultural heritage interests and effects of natural processes are not always confined to local areas nor are the impacts or effects always evident in the short term. This may result in:

- damage elsewhere to habitats, fisheries, cultural heritage or recreational resources;
- alteration to the natural processes of erosion and deposition; and
- increased risks to existing development and coastal defences.
  Structure plans should:
- distinguish between the developed, undeveloped and isolated coast;
- set out general policies for the protection of the coastal environment, including in particular Special Areas of Conservation and Special Protection Areas;
- indicate priority locations for investment in enhancement and regeneration;
- identify areas at risk from coastal erosion and flooding and set out their policy in relation to the location of new development in such areas; and
- suggest priority areas where a co-ordinated approach to coastal zone management should be pursued.

NPPG14: Natural Heritage (1999)

Structure plans should provide the policy framework for safeguarding areas of natural heritage value, including designated sites, and the determination of individual planning applications. Policies designed to safeguard natural heritage should indicate the criteria against which development proposals will be assessed.

Plans should provide for the protection and enhancement of open space of natural heritage value within the context of an integrated approach to open space planning. In consultation with SNH, authorities should seek to identify opportunities to enhance the natural heritage through the development process and to secure economic and social development in association with the conservation and enhancement. They should also seek to identify opportunities to promote responsible public access for enjoyment of the natural environment where this is compatible with its conservation.

The Government is committed to active community involvement in the planning process and supports the preparation of Local Biodiversity Action Plans (LBAPs) as a means of engaging communities and organisations in the conservation and enhancement of biodiversity at the local level and enabling local action to contribute to the achievement of national targets. Where important natural features cross local authority boundaries, authorities should work together to ensure the application of consistent policies for their protection and enhancement.

Structure Plans should include policies for the protection and, where appropriate, enhancement of areas designated as being of national or international importance for natural heritage, and provide an indication of the broad locations of Natura 2000 areas (including potential SPAs and SACs); and

- include policies for protecting and enhancing the character of landscapes of regional importance, including any areas of importance for their wild land character;
- include policies for the protection and, where appropriate, enhancement of any sites identified as being of regional importance for nature conservation;
- provide for the conservation of biodiversity and the protection and enhancement of the natural heritage outwith designated areas; and
- identify appropriate strategic opportunities for promoting enjoyment and understanding of the natural heritage.

Planning authorities should take full account of the implications for natural heritage in considering possible locations for new strategic development. They should also seek to identify strategic opportunities for enhancing the natural heritage and deriving social and economic benefits from it.

The Government's natural heritage objectives should be reflected in any Indicative Forestry Strategy (IFS) incorporated within a structure plan. In particular, IFSs should seek to safeguard existing woodlands of natural heritage value and identify appropriate opportunities for the expansion of native woodland cover.

SPP15: Planning for Rural Development (2005)

The principal aim is to develop a prosperous rural economy, with a stable or increasing population that is more balanced in terms of age structure and where communities have reasonable access to good quality services. Planning can adopt a more welcoming stance to development in rural Scotland including the further refinement of the approach to diversification. The aim is not to see small settlements increase in size to the extent that they lose their identity, nor to suburbanise the Scottish countryside or to erode the high quality of its environment.

Planning's role is to enable and help create opportunities for development in sustainable locations where infrastructure capacity and good access exist, or can be provided at reasonable cost, or to meet justifiable social and economic objectives. Rural and urban areas are recognised as interdependent. Rural areas depend on urban areas for a range of services and jobs while providing quality recreational and leisure experiences for the urban population. Rural diversification should be embraced to help businesses, land managers and farmers expand or start new enterprises in appropriate circumstances and at an appropriate scale. New development must be carefully planned if the character and quality of the countryside is not to be undermined with land in sufficient quantity and quality to meet demand being brought forward.

In the more accessible and densely populated rural areas most new development will continue to be in, or adjacent to, existing settlements. Green Belts will continue to presume against most new development and play a key role in maintaining the setting and separation of towns and cities. Any proposals to release land for development, which is currently designated as

Green Belt should be part of a longer term strategic settlement policy and set out in the development plan. A review of national policy on Green Belts is currently underway. The natural and historic environment also has to be protected

In the less populated areas there should be greater scope for more innovative planning policies. Scottish Ministers see considerable potential for encouraging diversification, distinctiveness and individuality e.g. promoting new ways of working from home, using renewable energy technologies, delivering tourism and recreation projects and developing activities such as aquaculture, equestrianism and many others. Small towns should be self sufficient and able to maintain their function in the local economy. They have a key role in providing services to the wider catchment population. Agriculture and forestry will continue to be important in defining elements of rural life. Prime quality agricultural land should continue to be protected and should not be eroded in a piecemeal way but only used to meet strategic development objectives.

SPP16: Opencast Coal (2005)

The UK Government has indicated that coal fired electricity generation continues to have an important part to play in widening the diversity of the energy mix if ways can be found materially to reduce carbon emissions. In Scotland, all coal produced is now extracted by opencast methods.

Planning policies must recognise that the scale of opencast coal extraction can differ significantly from many other types of mineral working in terms of its impact on local communities and the environment. This is primarily due to the amount of overburden to be removed and stored to allow access to the coal; the use of large engineering plant and machinery; and the relatively large volumes extracted, which may often have to be transported over significant distances.

Opencast coal extraction can be a relatively short-term land use when compared to other extractive industries. Most of the excavated material can also be returned to the ground and reclamation can bring about improvements to landscapes, particularly where development takes place on previously derelict or despoiled land. The industry also provides vital employment opportunities, particularly in rural areas.

Through its Environmental Justice agenda, the Scottish Executive is committed to improving the environment. This must acknowledge that people may have to live close to developments that provide wider benefits to society as a whole. However, this should not mean that local communities are subjected to unacceptable or unnecessary impacts.

Planning authorities should use their development plans to identify areas where opencast coal extraction may be acceptable. There should be a presumption against development outwith these areas. Within identified areas, extraction should only take place if the impact on local communities and the environment is acceptable; or if the proposal provides local or community benefits that outweigh the impacts. If this cannot be done, the presumption against development remains.

SPP17: Planning for Transport (2005)

Integration of land use and transport planning can play a positive role in supporting the Scottish Executive's transport agenda. The national focus on transport is now on delivery of projects. For the transport network to most effectively support the economy, land use planning should assist in reducing the need to travel; in creating the right conditions for greater use of sustainable transport modes; and in avoiding or mitigating adverse environmental impacts. Land allocations should take account of transport opportunities and impacts alongside consideration of economic competitiveness, social justice, environmental quality and design objectives.

Development plans should be co-ordinated with Regional and Local Transport Strategies; relate the settlement strategy to the capacity of the strategic transport network, and identify where economic growth or regeneration requires additional transport infrastructure. Councils should encourage ongoing stakeholder involvement particularly in respect of new rail and tramway schemes and emerging air transport policy. Development patterns should reduce the need to use strategic routes for short local journeys.

Land allocations and regeneration projects should be related to transport opportunities and constraints. Locating new development to maximise sustainable transport modes, while constraining car parking, will help to reduce dependence on car travel. Assessing development proposals involves getting location policy right; having a set of maximum parking standards; using Transport Assessment methodology; and using travel plans to promote sustainable transport to end users of developments. Developers must be prepared to mitigate impacts through contributing to necessary works.

Development likely to affect trunk and other strategic roads should be managed so as not to adversely impact on the safe and efficient flow of strategic traffic. New motorway or trunk road junctions will only be considered exceptionally and will require significant developer funding. Roadside service facilities are a special case of development affecting strategic routes. In general the comfort and safety of drivers should be accommodated through provision of opportunities to stop and rest, with additional facilities in appropriate locations from toilets through to full service area provision. Their location should take account of land use, environmental, economic and transport objectives.

NPPG18: Planning and the Historic Environment (1999)

Development plans have a key role in achieving the Government's objectives relating to the historic environment. They should provide a land use planning and development framework for the protection, conservation and enhancement of the historic environment, which can serve to complement and reinforce the measures available to Historic Scotland and others.

Currently, all structure plans and adopted local plans make some policy provision for the conservation of the historic environment. Development plans help to remove uncertainty and, where appropriate, can promote development opportunities. Planning authorities should make comprehensive and integrated policy provision for the protection, conservation and enhancement of the historic environment, thereby providing a planning context against which impacts can be assessed and decisions taken.

A key function of structure plans is to assess the scale of change likely to occur over the plan period and to ensure that new development is accommodated without damaging the character of the historic environment. A partnership approach towards development plan preparation is essential. The nature of the inter-related issues and interests within the historic environment reinforces the need for such an approach to be adopted.

Structure plans should:

- indicate the main elements of the historic environment of relevance for strategic planning purposes;
- set out general policies for their protection, conservation and enhancement of the historic environment; and,
- identify priority locations where an integrated approach to the protection, conservation and positive management of the historic environment should be pursued.

NPPG19: Radio Telecommunications (2001)

Radio telecommunication development is unlikely to raise any strategic locational or land use issues which must be addressed in structure plans. If a Planning Authority wishes to take a different approach they should outline how it differs from this guidance and justify their approach.

The NPPGs and SPPs can all be viewed on the Scottish Executive web site: http:www.scotland.gov.uk/planning. They are supported by Planning Advice Notes (PANs) which provide advice on good practice and other relevant information. These are listed in the Bibliography

NPPG20: Radio Telecommunications (2001)

This does not raise any strategic issues that must be addressed in Structure Plans, but rather is more appropriate to Local Plans. It does however emphasise the Scottish Executive's commitment to good quality design. It draws together and reinforces the Executive's published design policy commitments and to set out the role of Architecture and Design Scotland (AD&S). AD&S has been set up to deliver Scottish Ministers' design and architecture polices, by championing good architecture, design and planning in the built environment.

The most successful places are distinctive and are:

- Safe and pleasant;
- Easy to get and move around;
- Welcoming;
- Adaptable; and
- Resource efficient

FIFE STRATEGY FRAMEWORK

A Stronger Future for Fife: Fife's Community Plan (2004) "A Stronger Future for Fife" Fife's Community Plan, was published in 2004 to replace the original Community Plan that was published in 2000. The Community Plan is the overarching document that sets out the vision for Fife until 2010 and indicates the actions required to achieve the vision. SPP1: The Planning System states that "community planning is the process through which greater collective engagement of the public sector with communities can be secured." It identifies the planning system as the main means of delivering those aspects of the Community Plan, which impact on the development and use of land. The 20 Year Fife Structure Plan has a clearly defined role to play in implementing the Community Plan. The Community Plan takes forward the 10-year plan and seeks to work towards:

- securing a stronger, more flexible and diverse economy;
- improving health and wellbeing;
- delivering a well educated and skilled Fife;
- safeguarding and improving the environment;
- securing stronger communities; and
- securing safer communities.

There is also a commitment to working in partnership with others to improve services. The Community Plan looks to the 20 year Structure Plan to play a role in working towards achieving its aims.

Other Fife Strategies

The Local Housing Strategy 2003 – 2008 is a framework for delivering the strategic housing requirements identified by the Fife Housing Partnership. The Structure Plan housing policies will play a role which will include contributing to the delivery of affordable and special needs housing.

The Local Transport Strategy for Fife 2000 indicates how travel requirements to meet the needs of Fife residents, businesses and visitors will be delivered. The strategy sets targets that are to be achieved by 2003, and by 2010, for a number of factors. The principal role for the Structure Plan transport policies and proposals is to ensure that the location and form of new development allows access to a range of modes of transport and ensure that land for transport related development will be available when required.

The strategy for Fife's economy is set out in the Fife Economic Development Strategy (FEDS) "Growing Fife's Future". FEDS seeks to secure indigenous growth that is focused on increasing productivity, prosperity and participation in a sustainable manner across the whole of Fife. The Structure Plan will assist in the delivery of FEDS in a number of ways including bringing forward a range of serviced and accessible high quality employment land in the selected principal locations.

"Take a Pride in Fife" – Environmental Strategy for Fife 2003 – 2006 sets out 150 actions relating to seven key themes including energy, local environment, natural heritage, transportation and waste. A number of the actions will be implemented through Structure Plan policies and proposals.

Fife Tourism Strategy 2003 -2008 seeks to progress four strategic themes: enhancing the status of the industry; improving products and services; investing in people and skills; and effective marketing, promotion and sales.

The National Waste Strategy has been taken forward in the Fife Area Waste Plan (FAWP) which was prepared in partnership by Fife Council and SEPA. The FAWP sets out the way forward for waste management.

The Fife Community Plan, associated reports and other Fife wide and local strategy documents can be viewed on the Fife Direct web site www.fifedirect.org.uk.

CHAPTER 1 EXECUTIVE SUMMARY

INTRODUCTION

1.1 The development strategy of the Structure Plan addresses the vision, principles and challenges which flow from 'A Stronger Future for Fife: Fife's Community Plan (2004) and which face Fife over the next 20 years. The ten key challenges arising from the Community Plan and addressed in the Structure Plan are:-

1. downward trend in population and economic activity in Central Fife requiring concentrated and co-ordinated action;
2. increased congestion and major public transport infrastructure challenges requiring investment to improve sustainable travel choices;
3. diversifying the economy and creating more quality, sustainable jobs;
4. providing good quality affordable housing as part of integrated communities;
5. developing education and skills;
6. creating strong, attractive, vibrant and thriving communities;
7. tackling inequality;
8. increasing voluntary sector involvement;
9. balancing pressure for growth with environmental impact; and
10. increasing leadership and vision in the promotion of Fife.

1.2 A key aim of the Structure Plan is to provide for an increase in population from 357,000 to 375,000 from 2006-2026. This increase of 18,000 is 13,000 less than the official 2004 based projections of the General Register Office (GRO), which show a large increase in net inward migration to Fife with a consequent projected increase in the population to 390,000 by 2026. This strategy will be achieved by:

1. increasing the population in all the three local plan areas of Fife;
2. accommodating levels of inward migration midway between what is projected by the GRO in their 2002 and 2004 based population projections;
3. focusing new build and housing regeneration in Kirkcaldy and Mid Fife;
4. strengthening the relationship between Mid Fife and the Edinburgh City Region;
5. providing for local needs and inward migration in Dunfermline and West Fife;
6. supporting modest population growth in St. Andrews and East Fife; and
7. attracting younger migrants to increase the birth rate and help offset natural population loss.

1.3 The current population is concentrated in west and Mid Fife in four large population centres whereas north / north-east Fife is predominantly rural. The aim is to increase the population of Dunfermline to 50,000. Kirkcaldy will be the focus for growth in Mid Fife supported by complementary growth in Glenrothes and Levenmouth. In East Fife, growth is proposed for St Andrews and Cupar. The largest towns / population centres are listed in Table 1.1

Table 1.1: Largest Towns in Fife

Town / Town Grouping	Population	Local Plan	Admin Area
Kirkcaldy & Dysart	46,360	Mid Fife	Central Fife
Glenrothes	38,720	Mid Fife	Central Fife
Leven / Buckhaven/ Methil*	24,510	Mid Fife	Central Fife
Dunfermline	42,210	West Fife	West Fife
Other Towns**			
St Andrews	14,420	East Fife	East Fife
Rosyth	12,580	West Fife	West Fife
Cowdenbeath & Hill of Beath	11,630	Mid Fife	West Fife
Dalgety Bay	10,030	West Fife	West Fife
Cupar	8,510	East Fife	East Fife

Source: GRO Locality (Settlement) Populations Estimates for 2003
* Linked grouping of settlements
** Towns with over 10,000 population

1.4 The next largest settlement in Fife is Lochgelly with a population of 6,610. This small town in Mid Fife grew largely as a consequence of the coal mining industry and is now the focus for regeneration.

1.5 Employment provision will be made locally to support the main towns, but the required scale of population growth will only be achieved through steady levels of net inward migration. This means potential migrants being able to access employment within Fife or commuting to work outside Fife.

1.6 The transport strategy seeks better, faster, more frequent and more varied ways of accessing work opportunities in and around Edinburgh (pop 430,000) and Dundee (pop 143,000). At present, mobile investment in multinational production plants across Scotland is low, and new job opportunities are likely to be greater in the tourism and service sector.

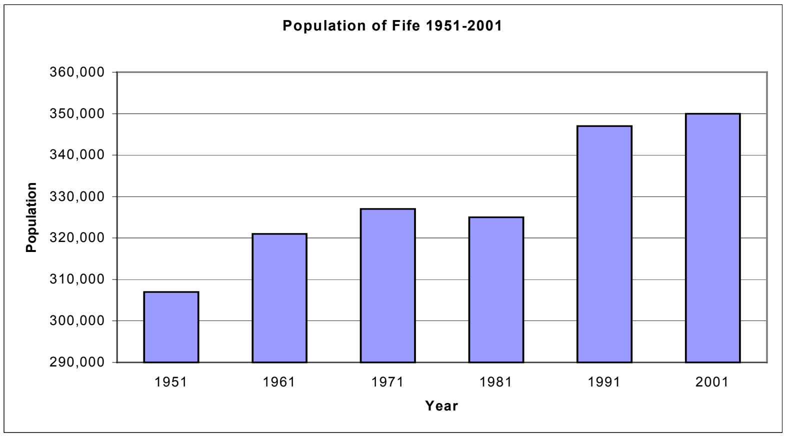
POPULATION CHANGE

1.7 Nationally population had been projected to decline by 2.4% over the period 2002-2018 but recent 2004 population projections for Scotland have shown a halt in the decline up to 2019 (October 2005, GRO). Mortality rates are projected to fall and life expectancy is projected to increase from 74 to 78 for males and from 79 to 83 for females between 2003 and 2028. Annual migration is predicted to be a net inflow of 4,000 each year rather than a net loss of 1,500. Population projections at council level were published in December 2005.

1.8 The GRO's 2002 population figures projected to 2018 had already demonstrated an expected overall increase in the population of Fife. Within Fife, there has been a decline in population in Mid Fife, but an increase in West and East Fife. The ongoing decline in Mid Fife requires to be addressed to ensure that this area is regenerated and the economy is grown. To turn around this decline to achieve an expanding population in Mid Fife requires co-ordinated action by Fife Council and its partners.

1.9 Figure 1.1 illustrates the change in the population of Fife over the 50 year period to 2001. The GRO has revised the 1991 Census population for Fife and increased the figure by 6,000. As a consequence, growth between 1991 and 2001 was lower than previously thought. When looking at the pattern of growth, the Census figure for 1981 now possibly undercounts the Fife population. However in overall terms, the population of Fife rose by over 40,000 - an increase of 14%.

Figure 1.1: Fife Population 1951 - 2001



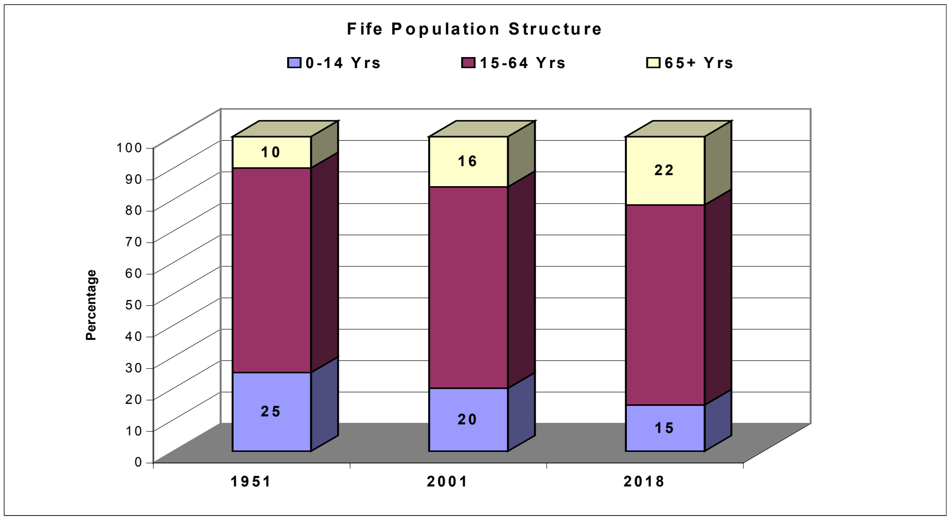
Source: GRO / Fife Council

AGE STRUCTURE

1.10 Over and above population growth, another important facet is the age profile and structure of the population. Whereas in 1951, 25% of the population was under 15 years of age, by 2001 this had fallen to 20% (see Figure 1.2). For those aged 65 and over, the proportion was 10% in 1951 but 16% in 2001. The third column shows the projected population structure of Fife at 2018. The same percentage change is due to occur – a further 5% drop in the under 15 age group and a further increase of 6% in the 65 and over category.

1.11 The forecast reduction in the number of schoolchildren and the greater percentage in retirement have implications for education, health care and housing. The numbers of new employees entering the workforce will also fall. Attracting more migrants into Fife should improve the population structure because they tend to be younger and with a greater likelihood of starting a family.

Figure 1.2: Fife Age Structure 1951 - 2018



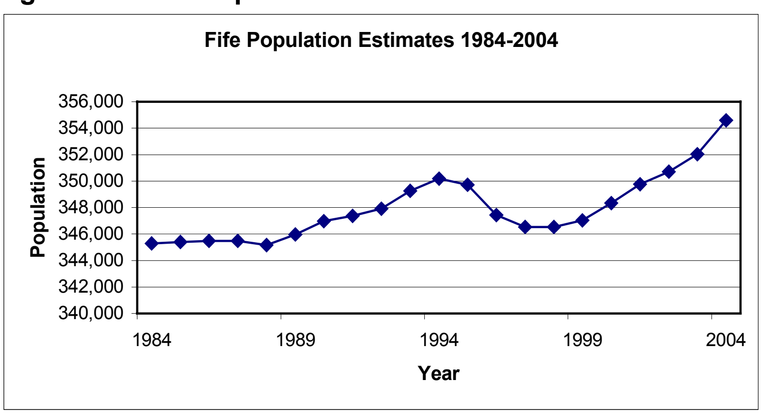
Source: GRO / Fife Council

PAST POPULATION TRENDS

1.12 Population trends from 1984-2004 in Fife are compared with other councils to set the context and consider regional patterns of population change.

1.13 Figure 1.3 charts the population of Fife over the twenty years to 2004. Over this period, the population of Fife grew by 9,300, which is a 2.7% increase. The population of Fife has fluctuated over the twenty years, but it has grown sharply since 1999. For the five years between 1984 and 1989 the population was static before rising over the next five years to 1994. Thereafter the population fell by some 3,000 people. A large part of this population fall probably stems from the closure of Rosyth Naval Base and the displacement of staff and families from naval accommodation.

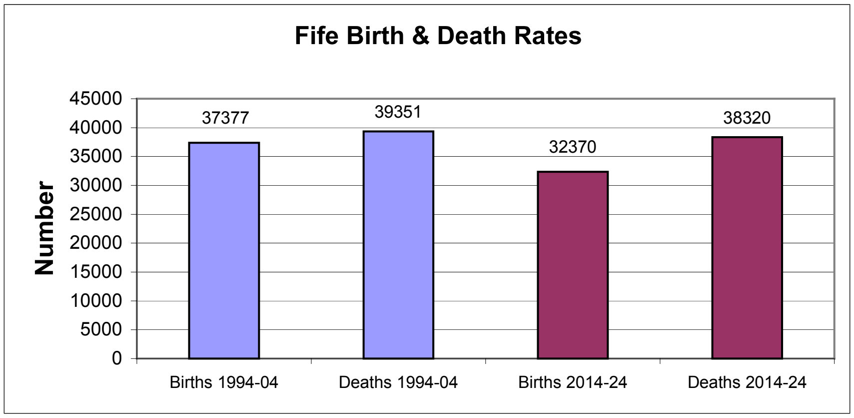
Figure 1.3: Fife Population Estimates 1984 - 2004



Source: GRO

1.14 Between 1994 and 2004 the overall population change was an increase of 4,400. Deaths outstripped births but only by 2,000 over the ten year period. Figure 1.4 shows how the estimated natural change for 1994-2004 compares with the projections for 2014 to 2024. It is the falling birth rate that will bring about population loss through natural change over the Structure Plan period.

Figure 1.4 : Fife Birth & Death Rates



Source: GRO / Fife Council

1.15 Between 1999 and 2004, in terms of numbers, Fife was the fastest growing council area in Scotland after West Lothian, with an increase of over 7,500 people. This averages 1,500 people per year (see Table 1.2).

Table 1.2: Population Change by Local Authority (1999-2004)

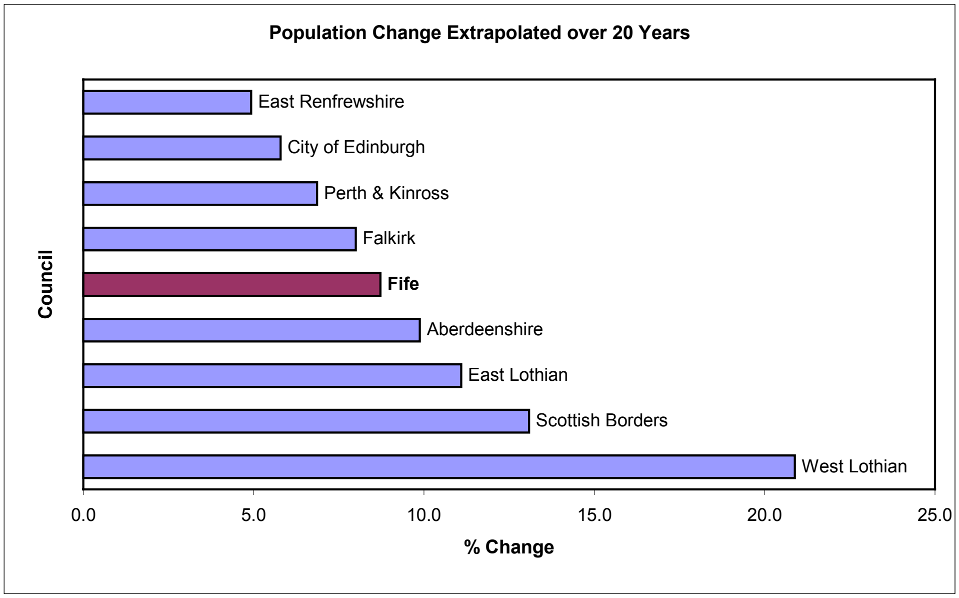
Council	**1999**	**2004**	**Change 99-04**	**% Change extended Over 20 Yrs.**
West Lothian	154,760	162,840	8,080	20.9
Fife	347,030	354,600	7,570	8.7
City of Edinburgh	447,190	453,670	6,480	5.8
Aberdeenshire	227,240	232,850	5,610	9.9
Scottish Borders	105,810	109,270	3,460	13.1
Falkirk	144,570	147,460	2,890	8.0
South Lanarkshire	302,580	305,410	2,830	3.7
East Lothian	89,110	91,580	2,470	11.1
Perth & Kinross	135,200	137,520	2,320	6.9
Highland	209,200	211,340	2,140	4.1
East Renfrewshire	88,520	89,610	1,090	4.9
Stirling	85,450	86,370	920	4.3

Source: GRO / Fife Council

1.16 Table 1.2 also compares Fife with other high growth Scottish council areas and shows the percentage growth rates if they continued at the same level over a 20-year period. On this basis, Fife would achieve a growth of over 8%.

1.17 Figure 1.5 shows how Fife would rank in percentage terms, compared with other high growth council areas, over a twenty year time period. Fife is listed as the 5th fastest growing council area in Scotland. Of the five fastest growing council areas, four come under or partly under the Edinburgh City Region.

Figure 1.5: Population Change by Local Authority (1984 – 2004)



Source: GRO /Fife Council

1.18 Longer term, the level of growth attained over the last five years will be difficult to sustain as East Dunfermline gradually develops and new sites come forward that are a bit less accessible to Edinburgh.

FUTURE POPULATION

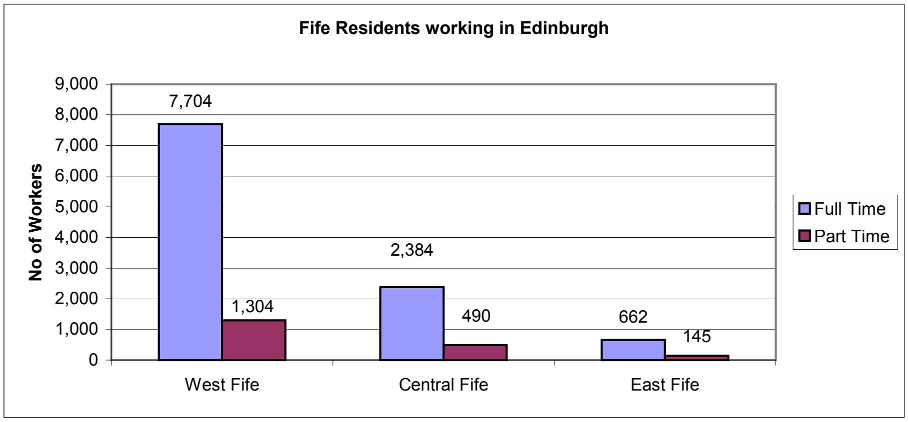
Migration and Movement

1.19 The 2000 based population projections for Fife were based on an assumption that net migration to Fife would be 400 per annum. With escalating house sales in the Forth Bridgehead area, and elsewhere, the net migration figure in the 2002-based projections was revised to 800 per annum. The 2004 based projections have nearly doubled the migration assumptions for Fife to 1,500 per annum.

1.20 A number of factors drive migration but the most significant is a buoyant economy that provides jobs to attract incoming workers. Edinburgh is a world ranked financial centre and the draw of the Edinburgh City Region economy has spread to Fife as commuters are increasingly prepared to travel longer distances to work. Other factors are quality of the environment and quality of life.

1.21 Figure 1.6 shows the number of residents that lived in Fife at the 2001 Census and who worked in Edinburgh. Close to 11,000 people work full time in Edinburgh and a further 2,000 are part time. Approximately 70% travel from West Fife but the aim is to increase the numbers that travel from Mid Fife.

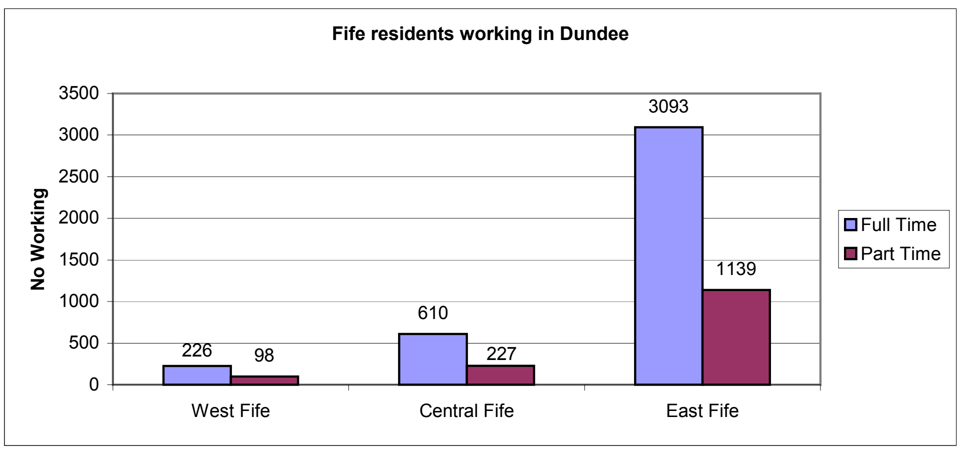
Figure 1.6: Fife Residents Working in Edinburgh



Source: 2001 Census / Fife Council

1.22 The corresponding number of Fife residents working in Dundee is shown in Figure 1.7. Numbers are below half of those recorded for Edinburgh, but given the more rural nature of north Fife this is a sizeable number. The vast majority (over 3,000 full time workers) live in East Fife and there is also a large part time component reflecting the proximity of Dundee to Fife.

Figure 1.7: Fife Residents Working in Dundee



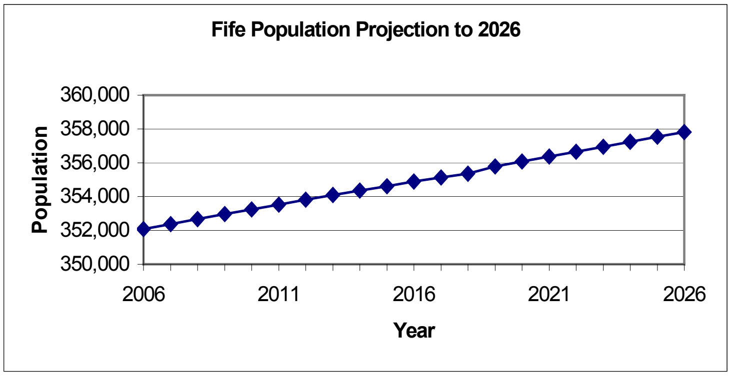
Source: 2001 Census / Fife Council

1.23 Set against increased migration is population loss through natural change. On average in Fife, deaths will exceed births by some 500-600 per year up to 2018, but the trend is upwards and is heading towards 600 per annum. Based on inward migration of 800, this means an increase in population of around 200-300 per annum. Over 20 years this leads to a population increase of 4,000-6,000. Fife needs to attract population otherwise decline will set in, making it harder to stimulate the local economy. An objective of the 5% growth in population is to bring younger migrants of family bearing age into Fife to help address the growing imbalance between births and deaths.

Population Projections

1.24 The 2002 based population projections showed Fife's population growing modestly between 2006 and 2018. On this basis, the population of Fife would have been projected to grow from just over 352,000 to nearly 358,000 by 2026, an increase of some 6,000 people (see Figure 1.8). This compares with the strategy to increase the population of Fife by a total of 18,000. However, the new 2004 based projections reveal a much higher growth rate and if extrapolated from 2006-2026, they show a population increase of over 30,000.

Figure 1.8: Fife Population Projections to 2026 (2002 based)



Source: GRO /Fife Council

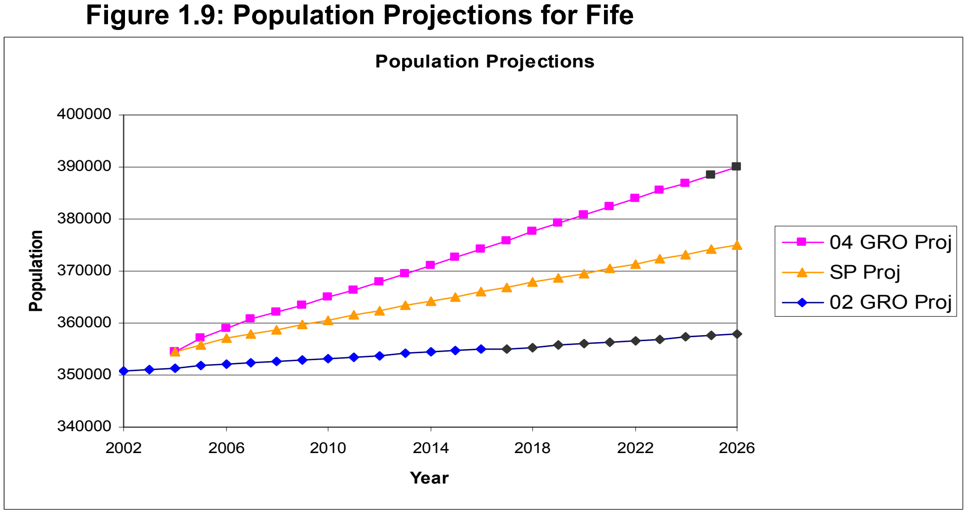
1.25 Among the other Councils, the largest projected percentage gains from 2003 to 2018 are West Lothian, East Lothian and Stirling.

1.26 The policy to increase the population in Fife by 18,000 is 12,000 less than the latest projections. Rapid population growth over the last five years has caused the population projections and estimates to diverge.

1.27 By 2005 Fife had a population estimate for 2004 that was not projected until 2015 under the previous 2002 based projections. Work undertaken by Fife Council, and agreed by Homes for Scotland, on the expected output and location of house completions shows continuing high growth over the next two years.

1.28 A 5% growth in population requires setting the 2006 base population at 357,000 rather than 352,000. This change is more in line with the new 2004 based population projections (2006 population base of 359,000). The population target for Fife has been shifted to 375,000 rather than 370,000. The proposed 18,000 increase in population remains unchanged. Figure 1.9 compares the 2002 based GRO Projections with the projections used by Fife Council to achieve the target population of 375,000 by 2026. Also shown is the new 2004 population projections (extended to 2026).

Figure 1.9: Population Projections for Fife



Source: Fife Council / GRO

1.29 The wide variation in the GRO projections reflects the rapid population growth in Fife over the last five years, which exceed all previous growth levels. The data from the latest population projections will feed into the next set of household projections for Scotland and Council areas.

1.30 By the time revised household projections are produced by the GRO, the Finalised Structure Plan may be under consideration by Scottish Ministers. A supplement may then be produced by Fife Council to allow these factors to be considered by Scottish Ministers in approving the plan.

1.31 Table 1.3 shows the population projections of surrounding Councils with projected population growth of 5% and over in the period 2004-2024. Fife has the highest projected net inward migration in Scotland (1,500 per annum) and this figure has nearly doubled from the 2002 based projections.

Table 1.3: Projected Population Growth by Council Area

Council	Population (2003)	Annual Migration Assumption	% Pop. Growth To 2018	% Pop Growth over 20 Years
West Lothian	161,300	1,100	13.9	18.5
East Lothian	91,260	750	11.0	14.7
Stirling	86,460	550	8.7	11.6
Midlothian	80,590	300	6.4	8.6
East Renfrewshire	89,910	250	5.5	7.3
Falkirk	145,790	500	3.3	4.4
Edinburgh, City of	448,540	800	3.3	4.4
Perth & Kinross	135,320	550	1.9	2.5
Scottish Borders	107,550	550	1.8	2.3
Fife	350,990	800	1.2	1.7

Note: Base Year is 2003; migration assumptions constant from this year. Source GRO 2002 and 2004 based Population Projections.

1.32 To compare other Councils with the Structure Plan 5% growth target, the final column in Table 1.3 extrapolates the projections over a 20-year period. In percentage growth terms, the 9% population growth for Fife is exceeded by four other council areas in the Edinburgh City Region, with West Lothian showing a growth rate of over 20%. For Fife to achieve a growth rate of 9% would have major transport implications given the current trend for employment growth to be service sector driven and city oriented.

Fife and its Sub Areas

1.33 Fife is divided into three administrative areas of Central Fife, West Fife and East Fife. As historic population data is available at this geography, analysis is provided at this level. However in local plan terms, Fife is divided into three areas. Apart from the inclusion of the Cowdenbeath Area in Kirkcaldy and Mid Fife Local Plan and some changes between Mid and East Fife, there is broad similarity with the administrative areas and the issues are generally comparable.

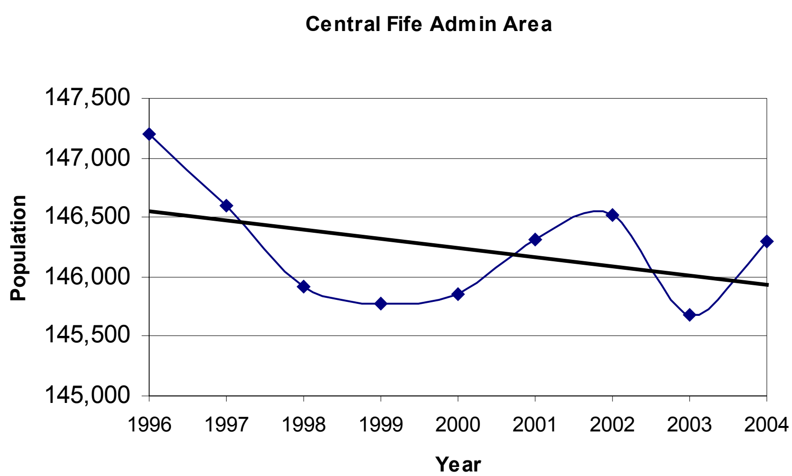
Central Fife

1.34 Three of the four largest population groupings in Fife sit in Central Area (Glenrothes, Kirkcaldy and Levenmouth). The three conurbations, which form an axis at the heart of central Fife, are most in need of rejuvenation. The Structure Plan Strategy is to promote growth in these areas, improve commuter transport links to Edinburgh and make the towns attractive places to live. To achieve an expanding population in Central Fife requires co-ordinated action by Fife Council and its partners. The

Structure Plan identifies additional new housing over and above that required by the household projections to help bring about population growth.

1.35 Between 1996 and 2004 the population of Central Fife fell by some 900 people (Figure 1.10). An ageing population, the decline of manufacturing industries and greater distances to emerging job opportunities has meant that much of the growth experienced elsewhere has bypassed Central Fife. However, population loss has been slow and there have been periods of growth.

Figure 1.10: Population Change – Central Fife



Source: GRO /Fife Council

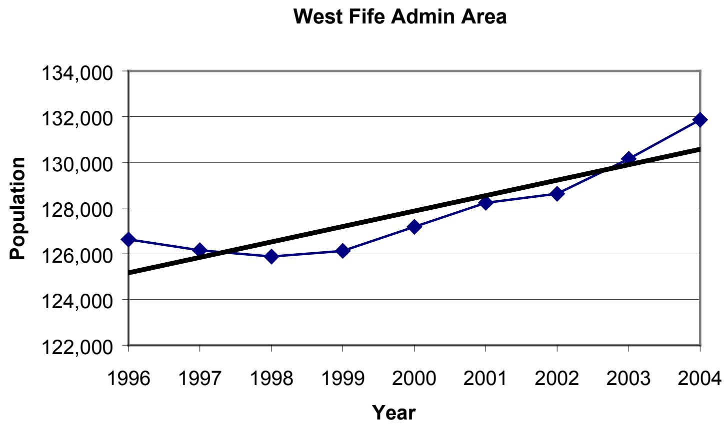
West Fife

1.36 The Forth Bridgehead Area (Dunfermline, Dalgety Bay, Inverkeithing and Rosyth) has become increasingly wedded to the Edinburgh economy over the last five years. The population of West Fife has increased by over 5,000, but all growth has occurred from 1999 onwards (Figure 1.11). Growth over the last five years is 4.5%, making this area as fast growing as anywhere in Scotland.

1.37 The opening up of the Dunfermline Eastern Expansion Area with ready access to the M90 and Edinburgh has generated much recent growth. The level of demand has been unprecedented and build rates have averaged 400 per annum for the last two years. This is bringing an extra 1,000 people to East Dunfermline each year. Factors accounting for this growth include:

- locally generated growth; many local buyers work in Edinburgh where high prices act as disincentive to move to the city;
- Edinburgh buyers leaving the city drawn by affordable family sized houses with gardens; many commute to Edinburgh; and
- buyers who have migrated into the Edinburgh City Region and who chose to live in Dunfermline after having evaluated other towns.

Figure 1.11: Population Change – West Fife



Source: GRO /Fife Council

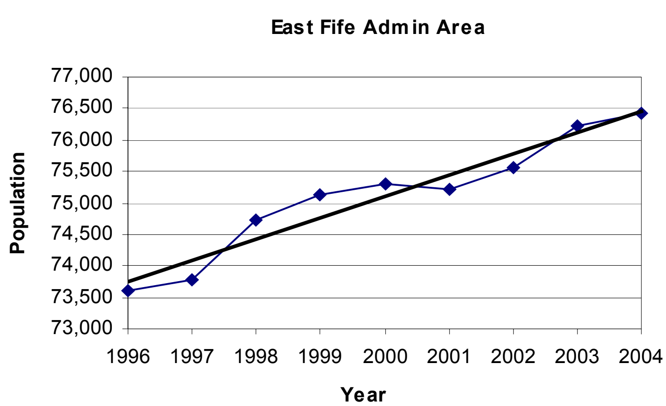
East Fife

1.38 East Fife is a predominately rural area served by two main towns – St Andrews and Cupar. The long coastline attracts both commuters and people seeking to retire. The Tay Bridgehead area falls within the commuter belt for workers in Dundee. In north-west Fife the influence of Perth is also evident.

1.39 There has been steady population growth since 1996 and the population has grown by nearly 3,000 (see Figure 1.12). St Andrews and Cupar have both attracted new development in recent years, although house prices are a major issue for first time buyers. There is also pressure for development in the many picturesque coastal towns and villages. Growth over the last five years was 1.7% so modest growth over 20 years will be readily achievable and there is likely to be greater pressure to resist development.

1.40 There is high inward migration to East Fife both at a national and regional level showing that the area draws migrants from all over. The desirability of living in East Fife, allied to easy links to Dundee from north Fife means that new housing is in high demand

Figure 1.12: Population Change – East Fife



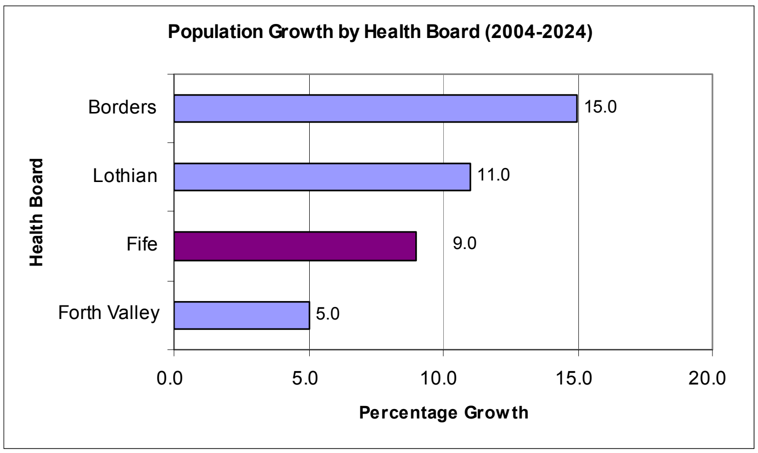
Source: GRO /Fife Council

Health Board Areas

1.41 The GRO also provides projections for Health Board Areas (HBA). Of the 15 HBAs in Scotland, five are projected to increase their population between 2003 and 2018. The other ten show decreases in population.

1.42 Figure 1.13 shows that most growth will be focused around Edinburgh, and it is projected that over 20 years, a 5% level of growth would be achieved by four Health Board areas including Fife. Fife is one of the low growth Health Board Areas but recent trends suggest that this is changing. This confirms that regional variations in Scotland are quite marked from the national average where the population is projected to grow by only 1%.

Figure 1.13: Projected Population Growth by Health Board Area



Source: GRO, 2004 based Population Projections

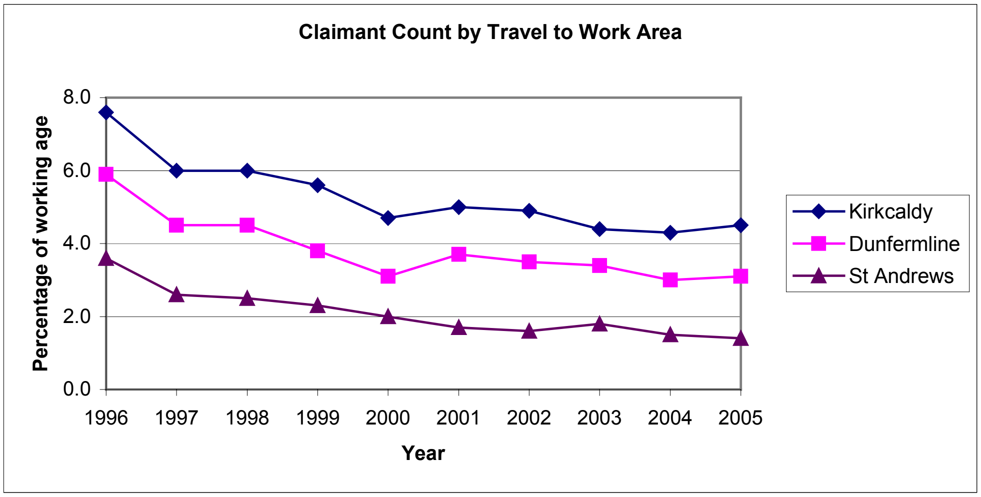
THE ECONOMY AND EMPLOYMENT

1.43 The development strategy seeks to increase employment opportunities, reduce economic disparities, and maximise wealth creation within Fife. It takes a positive approach to economic development. South Fife/West Edinburgh is a national economic development zone. Rosyth Port is a European Gateway. Dunfermline, Kirkcaldy, Glenrothes, St. Andrews and Cupar town centres will be the key centres for town development. Seven Strategic Development Areas will be planned in Dunfermline, Kirkcaldy (2), Lochgelly, Levenmouth, St. Andrews and Cupar. Further strategic land allocations will be made in Glenrothes, Leuchars/Guardbridge, the East Neuk settlements, Tay Bridgehead, the Kelty area (Kelty, Lochore, Ballingry), Inverkeithing Bay, Burntisland and Markinch.

1.44 Unemployment rates in Fife in the past have normally been above the Scottish average but the latest figures shows the percentage unemployed (of economically active people) in Fife is 5% whereas the Scottish average is 5.4%. Another barometer of unemployment is the claimant count rate, which tends to produce a lower percentage. Figure 1.14 shows the claimant count (by %) for the three main Travel to Work Areas (TTWAs) in Fife. The key points to emerge are:

- All the TTWAs show a marked drop in claimant counts since 1996;
- The relative percentage differences remain between the TTWAs;
- Dunfermline TTWA is more economically buoyant than Kirkcaldy TTWA; and
- St Andrews TTWA has a particularly low claimant count.

Figure 1.14: Unemployment / Claimant Count



Source: Fife Council Development Services

TRANSPORT CONNECTIONS

1.45 The National Planning Framework (NPF) identifies investment in transport infrastructure as a key to unlocking the national assets identified within the Aberdeen - Edinburgh - Newcastle Corridor. The Structure Plan identifies Rosyth Port for development as a major multi-modal transport interchange with a commitment to improving access by road and rail to the port and bringing further shipping and ferry services into the port for passengers and freight.

1.46 Improved connectivity to locations outwith Fife is promoted through the provision of Cross-Forth Ferry services, rail proposals and improvements, Park and Ride/Park and Choose proposals, traffic management and demand management measures, as well as a new multi-modal crossing at Queensferry. This new crossing will improve public transport capacity in the area and integrate better with developments in Fife, as well as integrate Fife better with the West Edinburgh/South Fife Economic Development Zone. Fife Council supports public transport access to Edinburgh Airport via heavy rail. The M90 Spur Extension (A8000 Upgrade) linking the M90 North and Forth Road Bridge with the Central Scotland Motorway network is a critical and missing link within the strategic road network in Central Scotland. This missing link and reliance on the current A8000 adversely affects the management of the Forth Road Bridge, its northern approaches and access to and from Fife. Currently the A8000 provides this link, identified as part of the Trans European Network. Fife supports this scheme being moved forward. The Forth Estuary Transport Authority (FETA) is promoting the M90 Spur Extension within the FETA Local Transport Strategy published in June 2005.

1.47 The NPF recognised St Andrews as a tourism destination of international renown and improved public transport access to St Andrews is promoted within the plan through further studies and continued reservation of a potential rail corridor in the St Andrews and East Fife Local Plan, as well as a commitment to review opportunities for commercial air services at RAF Leuchars.

SKILLS

1.48 A culture of lifelong learning will be assisted through the spatial strategy by the location and provision of education facilities where required. The range and quality of educational opportunities is important to attract inward migration and maximise opportunities for Fife's population. Retaining graduates and school leavers within Fife is also important to enhance and broaden Fife's knowledge base and strengthen the workforce thereby creating wealth, quality of place and quality of life. The envisioned growth in the economy requires to be supported by a skilled and trained workforce. Fife Council will continue to work closely with education providers and businesses to maximise training opportunities and continue to raise the quality of education.

HOUSING

1.49 Population growth of 18,000 is sought via regeneration, especially in Mid Fife. The overall Structure Plan housing requirement of 35,000 dwellings makes provision for the population projected by the GRO (2002 based projections). This includes an annual migration assumption made by the GRO of 800 persons per annum. An increase in population of 12,000 is also sought by the Council to deliver the strategy and support the revitalisation of Mid Fife (see Table 1.4). However, this is significantly below the GRO's 2004 based Population projections, which includes an annual migration assumption of 1,500 persons per annum, equating to a population growth of 30,000.

Table 1.4: Fife Structure Plan Housing Requirement

Housing Market Area	Total Requirement (Houses)	Extra housing sought above GRO projections (counted within the req't)	Migration Derived Housing
Dunfermline	13,000	2,000	4,000
Kirkcaldy	15,000	3,000	6,000
Cupar	2,800	500	1,000
St Andrews	4,400	500	1,000
Totals	**35,200**	**6,000**	**12,000**

Source: Fife Council

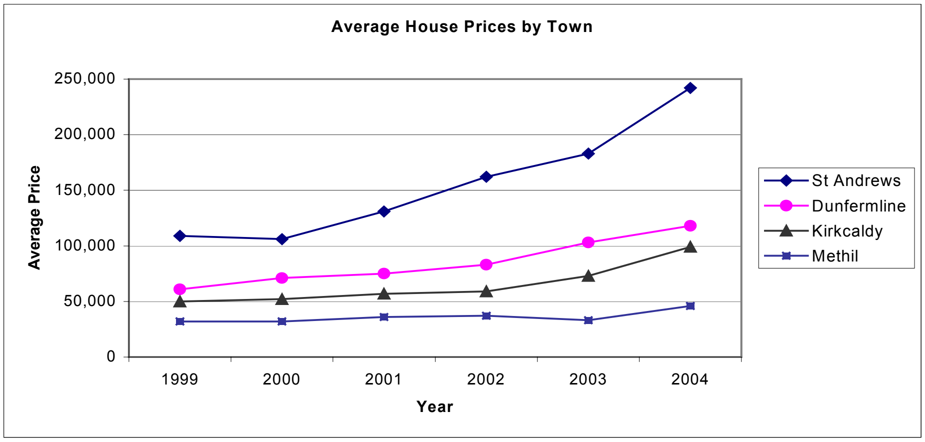
1.50 To cater for regeneration in the Kirkcaldy and Mid Fife Local Plan area four Strategic Development Areas are identified that can accommodate 6,600 dwellings. In addition medium sized developments in Glenrothes East, Markinch, Burntisland and the Kelty area will provide sites for a further 1,950 houses.

1.51 To facilitate medium and long term growth in Dunfermline and West Fife a Strategic Development Area is identified for Dunfermline, which can support just over 4,500 dwellings. Medium scale allocations will make provision for 900 dwellings at Inverkeithing Bay and 500 houses in West Villages.

1.52 The Finalised Structure Plan also identifies Strategic Development Areas in Cupar (capacity 1,450 dwellings) and St. Andrews (capacity 1,200 dwellings). Other medium sized allocations in East Fife will provide a further 1,400 houses.

1.53 Affordable housing is one of the most significant issues confronting Fife at the present time, as growth in house prices has priced housing in many communities outwith the reach of first-time buyers. Figure 1.15 illustrates this increase for selected towns in Fife. Among the main towns, St Andrews sits in its own price bracket and the price differential is widening. Dunfermline and Kirkcaldy are the two largest towns and their prices run parallel to one another, although in the last year they are showing signs of converging. Methil, in the Levenmouth awaits regeneration. House prices there are flat and are not keeping pace with the price upsurge identified elsewhere.

Figure 1.15: Average House Prices by Settlement



Source: Fife Council 2005

1.54 The Structure Plan anticipates that private sector developers will make a substantial contribution to the provision of affordable housing by requiring, a percentage of each new site to be affordable, through a range of tenures. Affordable housing guidelines have been published to stimulate an early debate with housing developers and others and provide clear guidance. Further details are given in Chapter 3.

1.55 Regardless of the scale of expansion in a community, it is essential that a balanced, mixed community be achieved with a range of tenure and house types. The provision of employment land, affordable housing, community facilities, integrated public transport and high quality design is critical to achieving mixed communities.

1.56 The standard and overall quality of new development will be raised. Quality and innovative design will normally be prime considerations in allowing new development. A higher average density within housing developments will be required, particularly where these are close to transport hubs and town centres. Increasing the quantity and improving the quality of affordable housing stock will be pursued. Raising the quality and standard of housing will have health and social benefits. Housing developments will provide a range of tenure and type, including the affordable and the high end of the executive market.

1.57 The Fife Design Guide sets out the key design principles which should be followed for new development. This guide will assist designers at the outset of their plans in recognising the high level of good design that is being sought across Fife. The guide will also assist decision-makers and members of the public.

SAFEGUARDING AND IMPROVING FIFE'S ENVIRONMENT

1.58 Fife has a rich and varied environment. The Structure Plan sets out policies to protect and enhance the environment. Further details are given in Chapter 4.

FIFE IN 2026

1.59 The Structure Plan sets out what Fife will be like in 2026. This is based on the Plan's strategy being fully implemented. The successful implementation of the strategy will be monitored to ensure that the outcomes are being achieved. The Structure Plan is likely to be reviewed by 2009. Any changes to the strategy that are required will be considered at that time.

CHAPTER 2 SETTLEMENT STRATEGY

INTRODUCTION

2.1 The strategy of the Structure Plan is to grow Fife's economy and its population. In terms of the latter the plan sets a target of at least 375,000 by 2026. In order to achieve this level of growth a planned and sustainable strategy for settlements is required to ensure that development takes place in appropriate locations and at the right rate and scale.

2.2 The main focus of the settlement strategy is to increase the population of Mid Fife, which has been suffering from net outward migration and natural population loss. This will be done by guiding inward migration to the seven Strategic Development Areas. These are Dunfermline, Kirkcaldy East, Kirkcaldy South West, Lochgelly, Levenmouth, St. Andrews and Cupar. The Coastal Development Zone of the North Forth Shore and other strategic land allocations at a smaller scale are identified in Glenrothes East, Leuchars/Guardbridge, the East Neuk settlements, Tay Bridgehead, the Kelty area (Kelty, Lochore, Ballingry), Inverkeithing Bay, West Villages, Burntisland and Markinch.

POLICY FRAMEWORK

The National Planning Framework (NPF)

2.3 The NPF provides a long term perspective for spatial planning in Scotland up to 2025. It highlights the importance of regeneration and identifies Central Fife as a national priority in terms of environmental enhancement. This is wholly consistent with the Plan's strategy of focusing new development on Mid Fife.

Government Guidance

2.4 Government guidance highlights a number of policy areas which planning authorities should take into account in preparing long term settlement strategies.

2.5 SPP1 'The Planning System' advises planning authorities to give a high priority to sustainable development by, amongst other things, promoting regeneration, promoting the reuse of brownfield land, and supporting modes of travel other than the car. Social justice is a recurring theme of this advice and it goes on to advise that the planning system should give a high priority to accessibility when considering the location for development. The need to protect and enhance the environment is highlighted as is the need for high quality design.

2.6 SPP3 "Planning for Housing" reiterates the general guidelines contained in SPP1 but places it more specifically in a housing context. Planning authorities are required to draw up long term settlement strategies which are based on:

- accessibility;
- the reuse of brownfield land;
- mixed and balanced communities; and
- protection and enhancement of the environment.

2.7 The guidance recognises that reuse of brownfield land may not always be sufficient to meet the full range of housing requirements. Where this situation occurs, it will be necessary to release greenfield land next to built up areas. It highlights the advantages of extending existing settlements, but points out the need for careful planning, particularly in small towns and villages. SPP3 identifies the role that the planning system can play in helping to address needs for affordable housing. It also highlights the need for appropriate residential development in rural areas, in order to support rural communities. This should be directed to existing towns and villages.

2.8 NPPG13 'Coastal Planning' states that the 'Developed' Coast should be the focus for developments requiring a coastal location or which contribute to the economic regeneration or well being of settlements whose livelihood is dependent on coastal or marine activities and features or which meet the social needs of these communities. Where development on the coast is justified, opportunities for the development or reuse of vacant land or buildings should be considered in the first instance. Planning authorities are advised to give due consideration to renewal and regeneration where this is appropriate, whilst taking into account the character and importance of the natural and built environments.

A Stronger Future for Fife - Fife's Community Plan

2.9 A key theme of the Community Plan for Fife is social justice. It highlights the need to address demographic trends, such as a declining population in Central Fife and the increasing number of older residents. It also emphasises the importance of providing good quality affordable housing to all who require it. An important theme of the Plan is to support and strengthen Fife's communities and the need for regeneration, particularly in Central Fife.

BASELINE INFORMATION AND ISSUES

2.10 Although Fife has a number of urban areas it lacks a single dominant urban centre. The three largest towns are all under 50,000 and compete with one another for business and trade. Another seven towns have populations of 8,000 or more and over 100 settlements in Fife have a population of over 100.

Coastal Development Zone

2.11 Traditionally the coast has played a significant role in Fife's history and economy, and consequently has been a focus for development. This has taken various forms including harbours and docks, port related activities and marine engineering. However, due to changing social and economic circumstances, some traditional industries have declined leaving areas of surplus brownfield land. This is true of Fife's Forth coast, especially of the stretch between Rosyth and Methil.

- Rosyth has seen a decline in naval related activities.
- Inverkeithing has seen the demise of traditional industries such as paper manufacturing.
- Aluminium manufacturing has ceased at Burntisland.
- Kirkcaldy and Levenmouth have suffered from the decline of deep coal mining and marine engineering.

2.12 It is important therefore that the Council and its partners develop a comprehensive regeneration strategy for the North Forth Shore. This should involve a variety of land uses. Some success has already been achieved for example at Rosyth, which is developing as an international transport hub, and at Kirkcaldy where the former Seafield Colliery is being successfully transformed into an attractive location for housing. Proposals for housing at the former Alcan site in Burntisland are also at an advanced stage. An Energy Park is also being actively considered for the former Kvaerner yard at Methil. This stretch of the coast can also play a significant role in terms of transportation as illustrated by the successful European ferry service located at Rosyth. Scope exists for a cross-Forth ferry service to Leith/Granton and for the re-opening of the passenger rail services to Levenmouth.

2.13 The combination of these individual projects will be crucial to stimulating wider regeneration along the North Forth coastal strip and attracting inward investment.

Large Scale Development – Strategic Development Areas

2.14 Whilst the Structure Plan clearly promotes redevelopment of brownfield sites before releasing greenfield land, this will not be sufficient to deliver the strategy in entirety. Greenfield land release will still be required. In order to achieve new development in a planned way and avoid piecemeal development, large scale land releases, both brownfield and greenfield, will be focused on a limited number of locations involving sites adjacent to larger settlements. These Strategic Development Areas, involving a minimum of 1,200 houses, will provide a full range of community facilities, employment land and a mix of different house types and tenures.

2.15 Also by concentrating new development, especially housing, in a few large scale locations, opportunities for planning gain will be maximised. It will however be important to ensure that new development is of high quality and well integrated into existing communities. Broad areas of search were identified for potential large scale development. Each was assessed against a set of criteria. The overarching principle in the selection process was sustainable development. The list of criteria included the following issues: size of site, potential for regeneration, economic development potential, transportation access, community impact, landscape character, environmental impact, infrastructure and site constraints such as topography, flooding and ground conditions.

2.16 Three locations were discounted: Glenrothes South/East, Markinch and North West Kirkcaldy. Land to the south and east of Glenrothes was discounted in favour of brownfield sites in the area. The area to the east of Markinch was initially considered but later discounted mainly on the basis of difficult topography and the fact that any extension to the existing settlement would be physically separated by the Main East Coast Rail Line. Integration with the existing village would be difficult. It is considered more appropriate to have a medium scale expansion of Markinch within the plan period. A site to the north west of Kirkcaldy was also discounted mainly on the basis that the location, near to the strategic transport network, is best suited to strategic employment land uses. Such land is not required until beyond the Structure Plan period. However, the area to the west of Kirkcaldy was assessed as being suitable for housing.

2.17 The Structure Plan proposes seven Strategic Development Areas and these are detailed below:

Dunfermline: development to the south west/west/north, starting in 2011, will support the continued development of Dunfermline around an expanded city centre. Over the Structure Plan period some 4,550 new houses will be developed together with employment land and transportation corridors. There will be scope for further housing development beyond the Plan period to achieve a concentric shape.

Kirkcaldy East: the area to the east of the town has been identified to deliver 2,500 new houses and associated employment land from 2006 onwards. This will be linked to the regeneration of east Kirkcaldy especially in terms of improving the mix and quality of the housing stock. New development here will also help to regenerate the town in a broader sense.

Kirkcaldy South West : the area to the west will be developed from 2011 to accommodate 1,200 new houses with the potential for further residential capacity beyond the 20 year period.

Lochgelly: expansion to the south and/or north of the town, starting early in the plan period, will provide land for 1,700 new houses and associated employment land. There is further scope for new housing post 2026. New development will be linked to the regeneration of the town in terms of supporting town centre improvements, creation of new employment opportunities and improving the quality of the housing stock.

Levenmouth: new development will commence early in the plan period, between 2006 and 2011. 1,200 new houses and associated employment land will assist in the regeneration of the area and help to support town centre improvements. New development will be closely associated with improvements to the public transport network, including the re-introduction of rail services to the Levenmouth area.

St. Andrews: 1,200 houses to 2026 will be required to be located to the south of the town whilst maximising the use of brownfield sites where possible.

Cupar: 1,450 houses to 2026 will be required to be located to the north of the town whilst maximising the use of brownfield sites. A new relief road will be required as part of this development to be provided by the private sector.

Medium Scale Development (Greenfield and Brownfield)

2.18 To ensure an appropriate mix and distribution of new housing, a number of settlements or cluster of settlements have been identified for medium scale development. These will involve up to 900 new houses and associated development on a single site or may involve slightly more on several sites. Unlike strategic development areas they will involve a mix of greenfield and brownfield development, with brownfield sites being the first priority for development. Greenfield land release will involve no more than 900 new houses on any single site.

2.19 The settlements identified for such development are, Leuchars/Guardbridge, the East Neuk settlements, Tay Bridgehead, the Kelty area, West Villages, Inverkeithing Bay, Glenrothes, Burntisland and Markinch. The scale and location of these sites will be addressed in detail through Local Plans. Again in some of these settlements, especially those along the coast, regeneration will be the underlying theme. The East Neuk of Fife, for example, has seen a decline in the traditional fishing industry. Medium scale development in Leuchars/Guardbridge will also help to relieve pressure on St Andrews.

Wider Fife Settlements

2.20 In addition to strategic development areas and medium scale development areas there will be a need for a degree of small scale development in other settlements. The approach will be one of appropriate organic growth to meet local needs both in terms of housing and employment. Such an approach will help to support local services for example. Again the priority will be to reuse brownfield land first, perhaps contributing to regeneration. Small scale housing, for example, at Crail Airfield and Comrie Colliery in West Fife may be considered.

2.21 Local Plans will be the most appropriate means of identifying suitable sites and allow for consultation with local communities.

CHAPTER 3 IMPLEMENTING THE STRATEGY

DEVELOPMENT AND SETTLEMENT STRATEGY

3.1 The Development and Settlement Strategies set the context for the key strategic policies and proposals of the Structure Plan which in turn set the framework for the Local Plans in Fife. Development must be in the right place with infrastructure and other facilities provided at the right time, with full account taken of economic, social and environmental issues and physical land use constraints. Local Plans will control the release of individual sites and master plans, prepared in consultation with interested parties, will set out more detailed guidance. Piecemeal development of the Strategic Development Areas will be prevented by using planning agreements.

3.2 Development must contribute to:

- achieving regeneration and delivering mixed communities;
- providing a range of housing from affordable to the high end of the market;
- creating a more diverse economy and providing employment opportunities;
- securing community benefits, community safety and social inclusion;
- providing the necessary physical infrastructure (e.g. water, drainage, schools, transport, and community infrastructure) with developers making appropriate funding contributions;
- ensuring built and natural heritage features, giving Fife its sense of place, are protected and enhanced by well designed new build which is carefully fitted into the surrounding environment;
- ensuring development is not at risk from flooding and / or coastal erosion; and
- ensuring full account is taken of past activity such as mining and land contaminating activities.

3.3 Sporadic development is not sustainable and only development that needs a rural location will be supported. The reuse of brownfield rather than greenfield land contributes to sustainable development while Fife's mineral resources must not be unnecessarily sterilised by new development.

POLICY JUSTIFICATION

Policy SS1: Settlement Development Strategy

3.4 Policy SS1 sets out a comprehensive strategic framework for preparing Local Plans and a basis for the assessment of development proposals. It promotes sustainable land use by seeking to direct development to settlements where practicable. The policy requires the full appraisal of the availability of infrastructure and services and the associated funding. It steers development away from locations where it would be unacceptable. The policy requires full consideration of the plan's objectives of ensuring development contributes to the economic, social and environmental wellbeing of Fife. The policy also promotes improving the quality of the natural and built environment.

Policy SDA1: Strategic Development Areas

3.5 Policy SDA1 identifies the settlements where the Strategic Development Areas are to be located, specifies their major land use elements and promotes their role in contributing to meeting regeneration objectives. The policy prescribes the tasks for the Local Plans, sets the requirement for master plans which seeks to prevent piecemeal development, and for planning agreements to accompany each master plan. In addition the policy indicates the requirement for developer contributions which are specified in Policy DC1 and Proposal DC1.

3.6 Contributions from developers towards infrastructure will be essential for the delivery and success of the plan's strategy, the Strategic Development Areas, and medium scale locations. The Council wishes to work in partnership with developers and other interested parties and will seek to develop mechanisms to maximise the impact developer contributions can play in realising the plan's strategic vision.

BROWNFIELD LAND

INTRODUCTION

3.7 There are 165 sites (2003) throughout Fife which have been developed in the past and are either derelict (80 sites) or vacant (85 sites). The appearance of many of these sites blights their surroundings and action may be required to render them capable of beneficial use.

3.8 Urban or edge-of-settlement sites are more attractive to prospective developers than rural sites. There is potential to secure the rehabilitation of rural derelict or vacant land through re-development to a beneficial use. However the inappropriate and unsustainable re-use of rural sites to secure rehabilitation cannot be supported. At a very minimum the appearance of many sites could be improved by landscape improvement measures. These could include tree and woodland planting and this could be secured through a range of mechanisms.

POLICY FRAMEWORK

3.9 SPP1'The Planning System' sets out the intentions of the Scottish Executive. The improvement and re-use use of previously developed land, where appropriate, contributes to achieving the wider objectives of securing sustainable development, improving economic competitiveness, securing social justice and improving environmental quality.

Re-use of derelict and vacant land reduces the requirement for greenfield land and a reduction in the area of dereliction in Fife is a milestone of A Stronger Future for Fife (Fife's Community Plan Revised 2004).

BASELINE INFORMATION AND ISSUES

3.10 Information on derelict and vacant including derelict and vacant buildings, is gathered annually (Scottish Executive Vacant and Derelict Land Study Annual Reports 1996 – 2003 inclusive). The survey identifies the Local Plan land use allocation while Fife's Urban Capacity Study has identified sites not allocated for a specific use in Local Plans that could be developed for housing.

3.11 It is clear that the situation is in a constant state of flux with new sites being added to the list and identified sites being re-used. The 2003 survey identified 165 sites covering 750 hectares. Of these 80 sites covering 618 hectares were derelict and 85 sites covering 131 hectares were vacant areas.

Table 3.1 Derelict and Vacant Land 2003

West Area	Central Area	East Area	Fife
hectares	hectares	hectares	hectares
234 (70 sites)	449 (63 sites)	49 (32 sites)	750 (165 sites)

Source: Fife Council

3.12 Whilst the total amount of derelict and vacant land has fluctuated from 614 hectares in 1996 to 582 hectares in 2002, the split between urban and rural dereliction has swung from 27:73 in 1996 to 40: 60 in 2002.

3.13 Westfield Opencast Site, accounts for over one third of the total of derelict and vacant land in Fife (299.8 hectares). A recent planning permission will enable the progressive restoration of the Westfield through the development of a waste management site. Other large sites include Crail Airfield, Comrie Colliery site, the former Kincardine Power Station site, Ferrytoll Road, and the RD57 Site at Rosyth.

3.14 The housing and employment land policies address urban problems but derelict and vacant land in rural areas cannot be so readily addressed as the development of a site may not be a sustainable solution. A site underlain by minerals, could be improved through planned and controlled extraction and restoration whilst tree and woodland planting, including biomass crops, is a mechanism which would secure the improvements to the appearance of an area.

3.15 There are a number of sites, including many of the derelict and disused areas which are known or suspected to be contaminated. Fife Council has produced and is implementing its Contaminated Land Inspection Strategy which will identify the extent of contamination and identify the mechanisms and agencies required to remediate sites so they are fit for purpose.

Key Issues

3.16 Derelict and / or vacant sites are being re-used but the emergence of new sites has tended to keep pace with the rate of re-use. Positive action is required to ensure that the rate of take up of land is such that the scale of the problem is reduced year on year. There is greater scope for securing sustainable re-use of urban land than for rural sites. The rural dimension must not be ignored and environmental improvements and appropriate beneficial uses need to be identified. It is also recognised that some of the land identified as derelict and / or vacant may have become valuable for nature conservation and would be better left untreated.

POLICY JUSTIFICATION

Policy BL1: Rehabilitation and Re-use of Brownfield Land

3.17 Re-use of previously developed land saves using greenfield land, can improve the local environment and provide other local benefits. In order to be supported proposals for redevelopment and / or re-use of derelict or vacant land must be appropriate to and compatible with the surrounding area, secure benefits, be achieved in an environmentally acceptable and sustainable way and be consistent with other Development Plan policies.

DEVELOPMENT CONTRIBUTIONS

INTRODUCTION

3.18 The concept of developer contributions first arose as a way of unlocking the development potential for a particular site. This usually meant the developer upgrading essential infrastructure, such as roads or sewers, without which no development could be permitted.

3.19 As the practice has developed, the types of infrastructure improvements being sought from developers has widened to include contributions towards, for example, education, sport and healthcare provision; green travel plans; local shops and services; strategic and local transportation improvements; public transport provision; and landscape enhancement. Thus, the concept of developer contributions has widened into a practice of developers offering wider community services or benefits instead of just the need to provide the infrastructure required for a development to be built. This could be either to tackle a deficiency exacerbated by the development or as a balance against the planning disadvantages of a proposed development.

POLICY FRAMEWORK

3.20 Developer contributions are generally secured through the use of planning conditions, legal agreements and other suitable mechanisms. Circular 12/1996 - Planning Agreements indicates the importance of structure and local plan policies being as precise as possible in relation to planning agreements. General statements of intent to use planning or other forms of agreement are viewed as unhelpful.

3.21 By including policies in development plans on the circumstances in which planning greements would be sought, there is an opportunity for the local community and the development industry to comment. In addition, developers may be able to anticipate the financial implications for development projects, for example in relation to land values. It is clearly preferable, in order to avoid abortive costs, for the funding base of projects to be identified at the outset of the development process rather than at the planning application stage.

3.22 SPP1 'The Planning System', directs that the aim of the development plan is to provide a land use framework within which investment and development can take place with confidence. Policies should provide clear guidance to developers and the public, reflecting and identifying priorities for the provision of infrastructure to ensure that the Plan can guide investment decisions.

BASELINE INFORMATION AND ISSUES

3.23 It is vital that all new development has a positive impact on a community. New development can have a negative impact upon the infrastructure and amenity of communities. It can stretch existing community resources and generate the need for additional provision or mitigation, which cannot be funded by the public sector. Where deficiencies occur, developers are increasingly expected to make an appropriate contribution to addressing any shortfall created, as well as providing for all that is required to bring forward that development.

3.24 Developer requirements for all new development and the specific requirements related to the delivery of strategic land allocations are expressed up front in this plan. This is in order to assist the development industry and provide clarity from the outset as to the scale and nature of developer contributions required to achieve the successful development of these sites.

3.25 Contributions from developers towards infrastructure will be essential to the delivery and success of the Plan's strategy and the Strategic Development Areas. The Council wishes to work in partnership with developers and other interested parties and will seek to develop mechanisms to maximise the impact developer contributions can play in realising the Plan's strategic vision.

3.26 Policy DC1 and Proposal DC1 outline the broad requirements and contributions from developers for strategic land allocations and other developments. The Action Plan provides some detail on the scale and types of contributions being sought these strategic locations and other allocations, with further detail to be provided in Local Plans. This does not, however, preclude the requirements being refined at a more detailed proposal stage.

POLICY JUSTIFICATION

Policy DC1: Developer Requirements – Essential Community Infrastructure

3.27 All new development should make a positive impact on the community. This policy seeks to ensure that developers contribute to essential community infrastructure in support of any proposal for new development.

Proposal DC1: Developer Requirements – Strategic Land Allocations

3.28 This proposal addresses the specific infrastructure impacts of the strategic land allocations. It reflects SPP3 'Planning for Housing', in being clear about the likely scale of developer contributions that will be required to deliver each allocation.

- Educational provision has been assessed on the basis of information provided by the Council's Education Service;
- Health care facilities have been assessed on the basis of information received from NHS Fife;
- The need for housing improvements have been assessed from information provided by the Council's Housing Service;
- Transportation provision has been assessed on the basis of various studies referred to later in this report and from information received from the Council's Transportation Service: and
- Employment Land provision has been assessed on the basis of studies carried out by and for the Council's Development Services e.g. Employment Land Audit 2005.

RESOURCES

INTRODUCTION

3.29 Infrastructure covers a range of services including water supply, sewerage, Information and Communications Technology (ICT), education, healthcare and sport and recreation facilities. The availability of infrastructure plays a vital role in enabling development to take place in preferred locations at the right time. Servicing of sites is central to the delivery of development and it is essential for the delivery of the Plan's development strategy that locations are not constrained by lack of availability of infrastructure. Transportation infrastructure is fundamental to the delivery of the development strategy.

3.30 The main role of the 20 year Structure Plan is to ensure that infrastructure requirements are delivered when and where they are required to support development, working in partnership with utility companies and developers to provide high quality housing and business locations in Fife.

POLICY FRAMEWORK

3.31 There is no single comprehensive source of government guidance. However SPP1 establishes that planning should encourage sustainable development by "promoting…the full and appropriate use of land, buildings and infrastructure" and advocates that Structure Plans, in providing a long-term vision, should "reflect and identify priorities for the provision of infrastructure and identify limitations on development".

3.32 A difficulty inherent with some types of infrastructure provision is the high capital costs that are involved. Because of the often considerable expenditure required, delays can occur in implementing schemes thus holding up other forms of new development such as housing. In such cases, however, new development can often result in existing outdated facilities being replaced or upgraded to the benefit of the entire community.

BASELINE INFORMATION AND ISSUES

Water and Drainage

3.33 Fife's basic needs for water and drainage are the responsibility of Scottish Water which was created in 2002 from a merger of the three former Water Authorities in Scotland, in response to The Water Industry (Scotland) Act 2002, to bring significant improvements to the quality and efficiency of Scotland's water services. The Act resulted from a detailed review of how the water industry was positioned to respond to the need for a major capital investment programme. The Scottish Executive proposed that a single authority would better harmonise charges across Scotland to finance a huge capital investment programme; become a more competitive force in the industry; and provide better value for money to customers as a result of economies of scale.

3.34 The challenge for the new organisation has been that of ensuring delivery in conjunction with managing change and merging three separate organisations. Further restrictions and challenges have resulted from the introduction of the Water Framework Directive (WFD), which focuses primarily on improvements to water quality, while also addressing the demands of development. The Water Environment and Water Services Act (2003) defines the purposes and objectives of the WFD and sets out the framework for the River Basin Management Plan process. SEPA and other responsible authorities are now charged with establishing a source-to-sea planning framework, which will protect and enhance the aquatic environment and associated habitats. SEPA is also responsible for regulating the activities of Scottish Water and sets the consent levels that must be met in discharging into watercourses.

3.35 The management and development of the water and drainage network must therefore be achieved within defined environmental and water quality limits, which can place restrictions on expansion of infrastructure to serve new development. Lack of water and drainage capacity can constrain development and is an issue affecting an increasing number of locations across Fife. Some of these restrictions are due to the introduction of higher regulatory standards, while others are the consequence of the need for upgrading and/or expansion work where existing networks have no spare capacity.

3.36 Fife Council, in preparing the 20 year Structure Plan, has worked closely with Scottish Water to identify where existing networks will require expansion, to assist in planning for and financing infrastructure development in Fife. To this end, Fife Council has been involved in providing information on future development to assist Scottish Water in formulating its Quality and Standards III capital programme for 2006-2014.

3.37 Two consultation papers, “Investing in Water Services” and “Paying for Water Services” were published in 2004. These consultations were the first formal step in the process of setting the investment priorities and charging principles for Scottish Water’s next capital spending round. Following these consultations, Ministers will provide guidance in 2005 to the Water Industry Commissioner on the investment outputs which they want Scottish Water to deliver and the charging principles he is to follow in setting price limits. There has been some concern over potential added financial burdens to industry resulting from the proposals, and the need to effectively address the funding gap between Scottish Waters’ investment plan and the infrastructure needs of new development across Scotland.

3.38 A key issue to be addressed in the Structure Plan is the limited provision within Scottish Water capital programmes for servicing new development. Funding for network extensions to accommodate new development, particularly housing, is a major issue. Fife Council therefore needs new and alternative ways of ensuring provision of water and sewerage infrastructure, including substantial developer contributions. Constrained sites raise issues of delivery and ensuring that the Structure Plan strategy can be fully implemented.

Information and Communications Technology

3.39 In recent years, there have been significant improvements to the communications network and increased access to new technologies for home and business use. It is important that the correct infrastructure is in place to support business growth and, in this respect, the development of Information and Communications Technology (ICT) has an important role to play.

3.40 The emergence of e-commerce creates both opportunities and threats for Fife. The existence of companies with no physical constraints on location and the replacement of travel with telecommunications will affect both existing and new companies and increase competition to attract and retain employment. Fife is well placed to attract such mobile employment given the skills of the workforce, the quality of the environment and its accessibility to the transport network.

3.41 ICT has the potential to contribute to reducing locational disadvantage across Fife and play a part in expanding business, e-government and leisure opportunities. SPP2 proposes that developers should incorporate the future requirements for ICT provision as part of the infrastructure provision of their development proposals.

3.42 ICT offers opportunities for new methods of working such as satellite offices and working from home. It therefore has a role to play in meeting Scottish Executive objectives for sustainable travel to work patterns and social inclusion. This may offer particular benefits to rural areas of Fife, providing access to employment for those without access to a car, to families with small children, people with disabilities and the elderly.

Healthcare

3.43 Fife Health Board is the overall body with responsibility for commissioning healthcare services in Fife, with delivery provided by two healthcare trusts. The Health Board's boundaries are the same as those of Fife Council.

3.44 Primary healthcare covers 347 general practitioners at 78 practices; 59 dental practices and 77 pharmacies. Secondary care is provided by acute hospitals mainly at Kirkcaldy and Dunfermline – Victoria, Forth Park and Queen Margaret.

3.45 In recent times, in line with Government policy, there has been a move towards care in the community and hence rationalisation of the hospital network. This has implications for land use planning, as former healthcare sites become available for other uses. One such example is the former West Fife Hospital site in Dunfermline, which has been redeveloped for office use and housing. In contrast, there is an identified need to build a new community hospital in St Andrews to replace the existing Memorial Hospital.

3.46 Fife Health Board's Health Improvement Plan (HIP) 1999-2007 covers a range of health and related matters. The document emphasises the need to make services more accessible to those without cars, restates a commitment to promoting care in the community and highlights that a review being undertaken of acute services (hospitals) may have strategic land use implications in future.

3.47 Fife Council's Community Care Plan outlines objectives and priorities for community care. The document highlights changes in healthcare policy and the need to provide quality services more economically. It also identifies an expected increase in demand for services arising from the projected growth in the number of older people.

Education

3.48 The Scottish Executive set the agenda for education in its document National Priorities for Education (NPE) and in February 2003 published Building Our Future: Scotland's School Estate (BOF) in support of the NPE. BOF identifies the built environment (the school buildings). The Scottish Executive is seeking a School Estate Strategy (SES) from Fife Council to set out its forward plans for school provision. Fife Council, working towards producing its SES (or School Estate Management Plan), has produced Building Communities: Towards a School Estates Strategy (TSES) as an initial response to the Scottish Executive and a step towards producing the SES.

3.49 The SES will be developed within the context of the Fife Council's Corporate Asset Management Strategy and in line with the Council's corporate strategy. It will take about 3 years to prepare a fully consulted, costed and prioritised management plan (SES). Thereafter the SES will be reviewed and updated annually with more fundamental reviews every 5 years.

3.50 TSES states the Education Service is committed to a continuing review of school catchment areas and occupancy levels, It also advises a mathematical model (Draft School Roll Projection Model) is being developed to enable a better informed strategic management of the school estate. TSES recognises the 20 year Plan has a link into the SES highlighting Housing Strategy, Demographic Change, Transportation and Sustainable Communities as key issues. It states the 20 year Plan will be based on a housing-led growth strategy, mentions the likely requirement for 24,500 – 25,000 houses focused on 5 or 6 major growth sites (reflecting the consultative draft Structure Plan), and notes the need for supporting infrastructure including schools.

3.51 TSES states that the principal external drivers influencing school estate planning are population and other social trends, economic and housing developments and migration. The Action Plan has identified the issue of early planning of provision linked to 20 year plan housing that will require an assessment of the impact of developments on school provision as a priority for years 1 – 3. In addition the Action Plan recognises that the Strategy must "assess and plan for the impact of demographic trends and housing developments through this (20 year Plan) and local plans."

3.52 The Education Service is seeking to play a greater role in assisting in the provision of better public services for communities delivered by the Council or its partners. The Education Service is looking to roll-out the Community Schools Initiative across Fife. The intention is to develop joint education / community facilities.

3.53 It is possible that solutions to the joint problems of existing schools in the same area could result in the requirement for land for new schools and / or the release of school buildings and land for other development. The building of new schools to serve the new development areas arising from meeting the housing land requirements will in all probability require new sites.

3.54 Fife Council is already committed to a mixed economy of funding sources. Some capital projects are funded through traditional means over a number of years, whilst others are being delivered using PPP mechanisms. In the development of the Strategic Development Areas where required, the provision of Further Education Colleges/ University facilities, Secondary, Primary and Community Schools will be expected to be provided as essential infrastructure. Improvements to existing facilities where appropriate will also be sought. The exact requirements for each Strategic Development Area will be identified through Local Plans and the Masterplanning process.

Key Issues

3.55 The key issues are:

- To identify and safeguard sites that are required for important infrastructure projects and not jeopardised by other forms of development;
- To ensure that, in partnership with Scottish Water, water and sewerage infrastructure is available to facilitate development in accordance with the Development Strategy;
- To ensure that ICT infrastructure for social and economic benefit is accessible across Fife; and
- To encourage the provision of healthcare facilities in locations that minimise the need to travel and promote the efficient use of land.

POLICY JUSTIFICATION

Policy C1: Strategic Infrastructure

3.56 Fife Council is keen to take a proactive approach towards the provision of water and sewerage infrastructure. This policy commits the Council to working in partnership with Scottish Water and SEPA to address issues related to the provision of water and sewerage infrastructure and to ensure the adoption of a long-term, strategic approach to network development.

BUSINESS AND EMPLOYMENT

Introduction

3.57 A healthy Fife economy brings wealth, job opportunities and access to better housing and facilities. In line with the national economy, Fife is experiencing low levels of unemployment and at a regional level it is becoming more firmly wedded to a buoyant Edinburgh City Region. However, growth and prosperity is not evenly distributed. Fife is still under performing compared to the Scottish average and within parts of Mid Fife there are insufficient job opportunities.

3.58 The Structure Plan sets a long-term vision for bringing prosperity to Fife and ensuring that residents have the necessary skills for a modern workforce. In implementing an economic strategy, national factors are influential, but local actions can help deliver success.

3.59 In structural terms there is over reliance on declining industries which are destined to shed further labour. There is also a low business birth rate and a deficient supply of modern offices. More and more people are also choosing to live in Fife and work in Edinburgh. However the Forth Road Bridge provides the sole direct road link from Fife to Edinburgh and traffic congestion at peak periods is severe with average flows increasing yearly.

POLICY FRAMEWORK

INTRODUCTION

3.60 A number of policy documents and reports underpin the Structure Plan economic strategy. The main influences are;

- National Planning Framework;
- National Planning Policy Guideline 2: Business and Industry;
- A Smart, Successful Scotland (SSS) – Scottish Executive;
- Economic Development Strategy for Fife;
- Fife Futures Report (March 2003); and
- Kingdom of Fife Tourism Strategy.

National Planning Framework

3.61 The National Planning Framework sets out Government policy on land use matters. It reiterates several themes reflected in local strategies including the need for economic growth and competitiveness and to create a knowledge driven economy. In respect of spatial planning two key aspects are identified:

- Economic development should target locations where regeneration and renewal is most pressing; and
- Once commitments are made, investment is needed to ensure disadvantaged areas can benefit from resultant jobs and opportunities.

3.62 The National Planning Framework also supports the development of Scotland's cities as the main drivers of the economy and it highlights the importance of Rosyth as a European Gateway port and recognises the strategic development potential associated with St Andrews University.

Scottish Planning Policy 2: Economic Development

3.63 Priorities are to provide an adequate amount of marketable land for business and industry, and to provide choice and a range of options in terms of quality, size and location for a diverse range of economic developments.

A Smart, Successful Scotland (SSS) – Scottish Executive

3.64 This sets out the Scottish Executive's national economic strategy. The Executive intends to concentrate less on high profile inward investment projects and more on indigenous economic growth. The priorities include:

- Greater business innovation dynamism and creativity;
- Increased investment in businesses with a world wide market;
- Scotland to be a globally attractive place to invest;
- Bringing more migrants in to Scotland to work;
- Reducing unemployment levels; and
- Providing high quality in-work training.

Growing Fife's Future

3.65 Fife Economic Forum has produced an Economic Development Strategy for Fife covering the period 2005-2015. This sets out a vision for a prosperous Fife and provides a framework for action. Support for the strategy comes from the partner organisations including Scottish Enterprise Fife, Fife Council, the higher and further education sector, Job Centre Plus and Fife Chamber of Commerce.

The Strategy replaces the 2003 Fife Economic Development Strategy. Among the changes is a greater focus on projects of scale that can make a real difference. The emphasis will be on effective delivery. By 2015 the strategy aims to have achieved the following:

- A range and choice of business sites and leisure facilities in attractive surroundings;
- An infrastructure able to support world class locations;
- A dynamic business base promoting enterprise and innovation;
- A diverse and skilled workforce that meets labour market needs;
- A stable manufacturing base, and an expanded service sector;
- Strong growth in key industry sectors;
- Productivity on a par with the Scottish average; and
- Strong transport links within Fife and to the rest of Scotland.

Fife Tourism Strategy 2003-2008

3.66 The Fife Tourism Strategy was produced by the Kingdom of Fife Tourist Board, Fife Council and Fife Enterprise. The Strategy seeks to progress four strategy themes – enhance the status of the industry; improve products and services; invest in people and skills; and effective marketing, promotion and sales.

Policy Context for the Structure Plan Strategy

3.67 City regions are identified as major drivers of the Scottish economy and Fife partly falls within the sphere of the Edinburgh and Dundee City Regions. Several factors now underpin the concept of city regions as the building blocks for economic success. They provide universities and colleges to train the workforce and have the critical size to spark innovation, enterprise and a business culture. Over time industrial clusters with specialisms can flourish and modern transport links ensure that products can be supplied quickly to a global market.

3.68 Nationally, Scottish Enterprise is seeking to deliver a city region agenda focused on international competitiveness in key industries, good transport links and place attractiveness. Within Scotland and Fife, there is a continuing shift from traditional manufacturing to a service based economy. The legacy of an over reliance on manufacturing is a high level of vacant and industrial property.

3.69 Edinburgh City Region is the fastest growing area in Scotland in terms of population. Fuelling this growth are new jobs arising within the wider city region. Fife residents are commuting to Edinburgh in increasing numbers and the aim is to improve transport links and open up opportunities to a wider population. However, it is also expected that Fife will become an area of search for companies looking to locate or expand in and around Edinburgh. The potential benefits of city region planning include:

- Provision of lower cost alternative locations for businesses;
- Scope for high technology / highly skilled businesses to locate in Fife;
- Opportunity to promote knowledge based industries around the Forth Bridgehead Area;
- Development of niche activities within a city region context; and
- Better transport links across the city region particularly through a new Forth crossing, and improved access to Edinburgh airport.

3.70 Increased prosperity in Fife requires a stronger enterprise culture. Assistance will be given to increase the rate of business formation with a view to creating 10,000 jobs over the next ten years. Actions to support this approach include:

- Instigating a programme to develop business parks in all settlements over 5,000 people;
- Providing business incubator units in regeneration areas;
- Developing town centres as employment growth areas;
- Increasing penetration of higher value manufacturing activities based on research and development; and
- Promoting major leisure projects in Fife.

BASELINE INFORMATION AND ISSUES

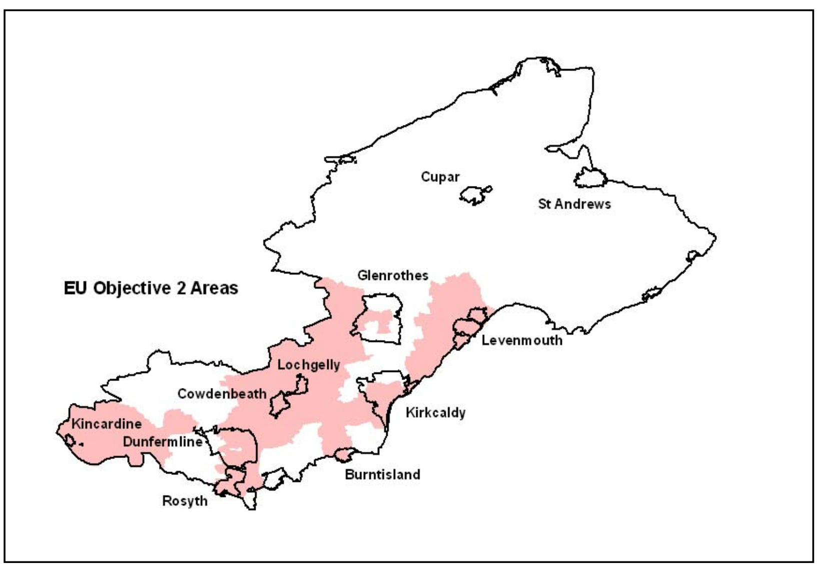
Public Agencies / Grant Assistance in Fife

3.71 Several organisations provide economic support through training, advice, grants and provision of land or buildings. The main public agencies are Locate in Scotland (LIS), Scottish Enterprise Fife (SEF) and Fife Council.

3.72 SEF is the Local Enterprise Company (LEC) charged with helping develop Fife's economy. Its portfolio of sites takes in prime employment land in south Fife. SEF has funded large-scale site servicing and land provision, whereas Fife Council has tended to concentrate on small-scale provision of industrial, business and workshop units.

3.73 Two parts of Fife fall within designated Assisted Areas and are eligible for 20% regional selective assistance (RSA). One part covers the Dunfermline / Bridgehead area including Kincardine, Dalgety Bay, Cowdenbeath and Rosyth. The second covers Kirkcaldy, Glenrothes, Levenmouth and Burntisland. This boundary takes in the main employment locations (see Figure 3.1).

Figure 3.1: Objective 2 Status Boundaries



Source: Fife Council 2005

3.74 RSA is aimed at projects requiring grants in excess of £100,000. The Scottish Executive can make a discretionary grant to businesses that require investment in buildings, plant and equipment that will create or safeguard jobs.

3.75 The European Regional Development Fund (ERDF) grant is made under Objective 2 Funding. This grant is used to part finance infrastructure, business development, tourism, and environmental projects (up to a maximum of 50%) that would not otherwise go ahead. The grant is directed at areas facing structural difficulties. The main urban areas in south and Mid Fife are eligible for Objective 2 funding. This includes the Cowdenbeath area, all of Levenmouth, most of Kirkcaldy as well as Dunfermline and Rosyth.

Labour and Employment Structure

3.76 There are ongoing structural changes in the labour market. Traditional industries such as papermaking, floor covering manufacture and whisky distilling / bottling remain, but Mid and West Fife have become centres for high technology industries and engineering. The service sector is also well represented around Dunfermline.

3.77 In St Andrews and the East Neuk, tourism is a major employer although many jobs are seasonal. The University is still the main employer in St Andrews and there are plans to expand the educational facilities. Other main sources of employment in East Fife are farming and related activities.

3.78 Fife Council undertook an Economic Appraisal in 2003 that examined the employment structure and labour supply in Fife. Among the finding were:

- Higher skilled workers have a greater tendency to leave Fife than unskilled labour;
- Services are the main source of employment in Fife (70%);
- There is a higher dependency on manufacturing in Fife (20%) than Scotland (13%);
- Kirkcaldy TTWA is particularly dependent on manufacturing - 24%;
- Low growth in self employment is estimated;
- Tourism provides 10,000 jobs but there is a high dependency on part time work; and
- Over half the tourism expenditure in Fife is in East Fife.

3.79 Table 3.2 shows the employment structure in Fife for 1991 and 2001 and Figure 3.2 shows the 2001 breakdown via a pie chart. The most significant factor is the increase in the workforce from over 111,000 to over 135,000. This increase is largely attributed to a rise in the number of part time jobs, a higher percentage of females joining the workforce and a change in the way that the Census counts the workforce. In 1991, the age category for those in employment was 16-65, now it is 16-75 reflecting the fact that many people work beyond the normal retirement age.

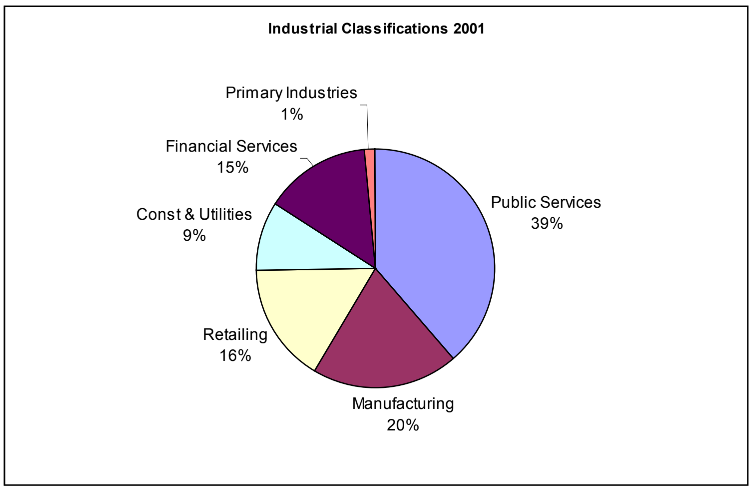
3.80 In 2001 over 52,000 people in Fife worked in public and related services which includes local government, health and education. Manufacturing still employed over 26,00 people but numbers are falling and the percentage is now below 20%. Areas of employment growth are Financial and Business Services and Retailing. Employment in the primary sector (coal mining, agriculture and fishing) has dropped below 2,000 and numerically its influence is slight.

Table 3.2 Employment Structure in Fife 1991 and 2001

Employment Sector	1991		2001	
	No	**%**	**No**	**%**
Public Services	39,400	35.3	52,200	38.7
Manufacturing	28,000	25.1	26,500	19.6
Retailing	16,800	15.0	22,200	16.4
Const & Utilities	12,900	11.5	12,700	9.4
Financial Services	11,400	10.2	19,600	14.5
Primary Industries	3,200	2.9	1,800	1.3
Total	**111,700**		**135,000**	

Source: 19911 and 2001 Census / Fife Council

Figure 3.2: Fife Employment Structure 2001

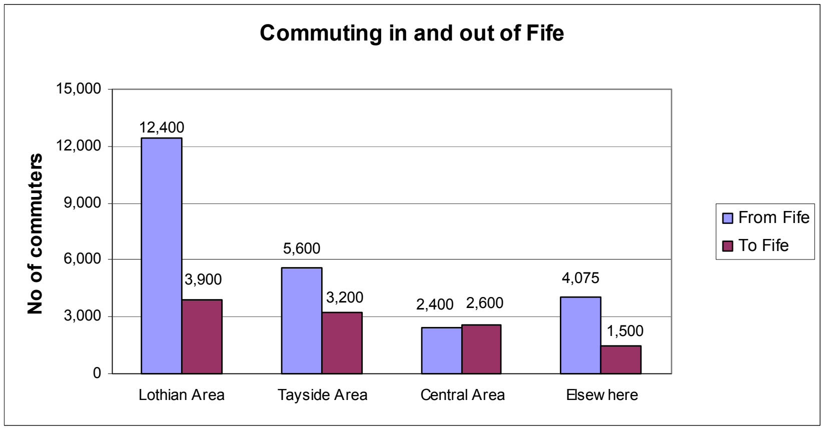


Source: Census 2001

Commuting / Travel to Work

3.81 Travel to work patterns reveal greater cross Council movement and cities are drawing their workforce from further afield. Figure 3.3 shows that in 2001, over 25,000 residents of Fife worked outside the Council boundary. The main workplace locations are Lothian (over 50%) and Tayside (over 23%). In Dalgety Bay over a third of the working population now commutes to Lothian. Figure 3.3 also shows inward travel to work. Flows are over 11,000, with most coming from Lothian (35%). The net balance from Fife is outward (14,000). It is expected that out commuting will grow as the Fife population increases.

Figure 3.3: Commuting to and from Fife

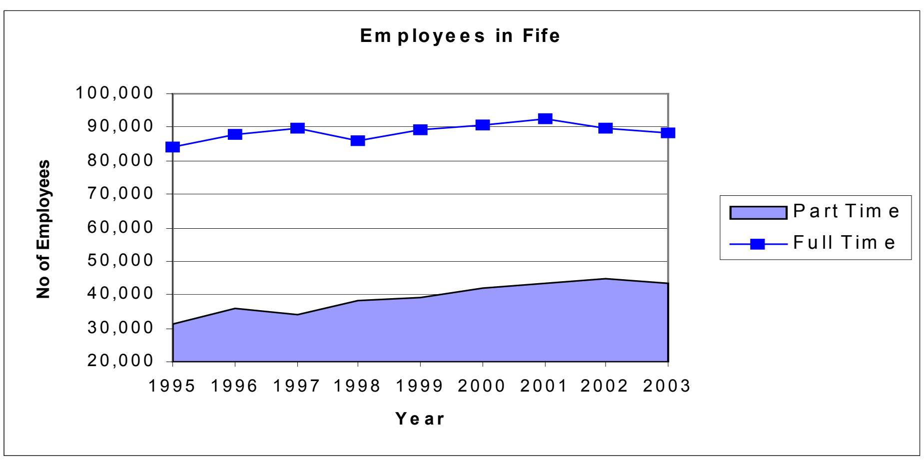


Source: Census 2001 / Fife Council

Employee Jobs in Fife

3.82 Whereas the Census information related to Fife residents whether working in or outside Fife, a national Annual Business Inquiry is undertaken by NOMIS (an online source of labour market statistics from the ONS) to establish the number of workplace-based employees. The data is derived from a sample rather than a full survey and it excludes the self-employed of which there are an estimated 13,500 in Fife (over 6% of the working age population). Figure 3.4 shows the change between 1995 and 2003. Most growth has been in part time employment (plus 12,000). However between 2001 and 2003 the number of full time jobs in Fife fell by 4,000 to 88,000.

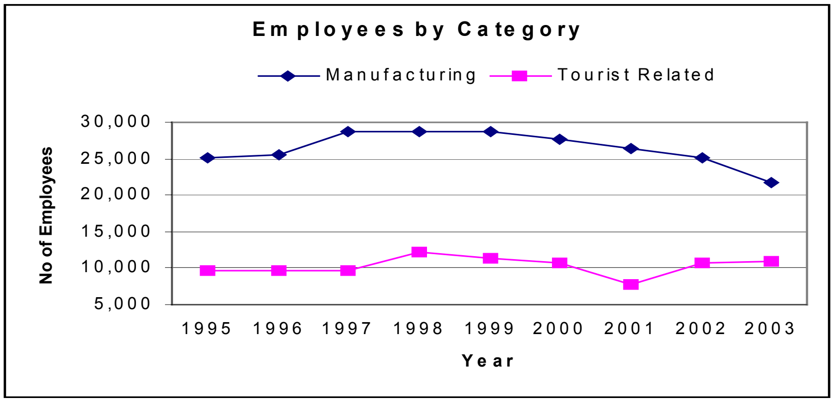
Figure 3.4: Part and Full Time Employees in Fife



Source: NOMIS 2005

3.83 Figure 3.5 shows how job numbers in manufacturing and tourism have changed since 1995. Whereas the tourist sector is resilient and consistently sustains around 10,000 jobs, the manufacturing base has eroded with the loss of 7,000 jobs since 1999 (to below 22,000). The sector is still a significant employer but closures have impacted on the Fife economy. Recent trends are the growth of financial and personal services often linked to call centre type operations. Dunfermline Building Society, the Bank of Scotland, HBoS and Sky are all major employers in the Forth Bridgehead Area and in Kirkcaldy and Mid Fife MGt has expanded its call centre operations.

Figure 3.5: Jobs in Manufacturing and Tourism



Source: NOMIS 2005

Average Earnings

3.84 Average gross earnings of full time employees working in Fife are currently 6% below the Scottish average (see Table 3.3) but the gap is narrowing. Higher average earnings help retain skilled staff in Fife and attract migrant workers. Many Fife residents work in Edinburgh where wage levels are generally higher, so average earnings of people resident in Fife are also higher at £380, (97% of the Scottish average).

Table 3.3: Average Weekly Earnings of Full Time Employees

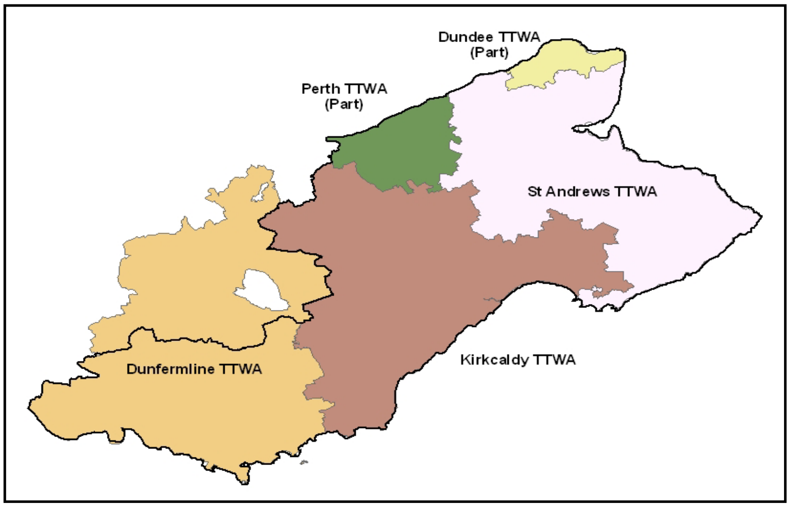
Area	**Male**	**Female**	Average	**% of Scottish Average**
Fife	£406	£305	£368	94
Scotland	£432	£346	£393	

Figures are gross average and are rounded to nearest £
Source: Annual Survey of Hours and Earning 2004

Unemployment

3.85 There are three main Travel to Work areas covering Fife (see Figure 3.6). At September 2005, Kirkcaldy TTWA had the highest claimant count (4.5%); whereas the percentage figure for St Andrews TTWA was extremely low (1.4%). The percentage of claimant counts has fallen substantially across the three TTWAs over the last ten years.

Figure 3.6 Travel to Work Areas in Fife



Source: Fife Council 2005

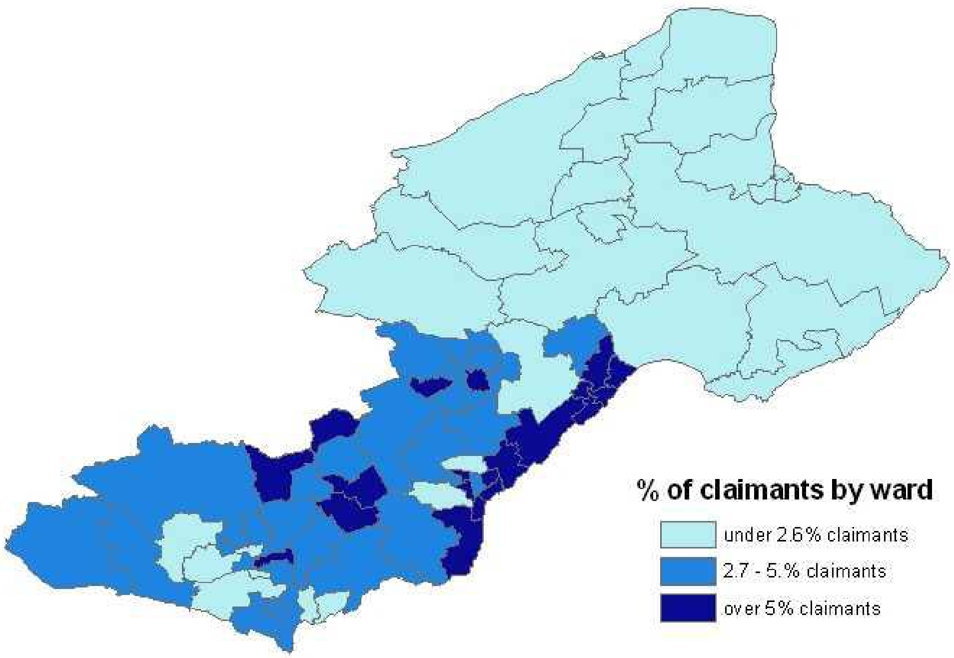
Unemployment by Ward

3.86 Unemployment by ward (number of unemployment benefit claimants) shows a localised pattern. Figure 3.7 provides the information at ward level set against the Scottish average of 2.6%. In the St Andrews and East Fife Local Plan area all the wards have below average unemployment and staff and skill shortages can be a particular problem for employers.

3.87 Of the twenty wards in Fife where the percentage unemployed was above 5% all except one were in Kirkcaldy and Mid Fife. Reasons for this include the loss or downsizing of manufacturing industries; low levels of business investment and start up business; a lower than average education and skills base and distance and accessibility to alternative job markets.

3.88 Kirkcaldy and Glenrothes have a mix of wards, some with high unemployment and some closer to full employment. The strategy aims to ensure greater opportunities for all Fife residents.

Figure 3.7: Claimant Counts in Fife by Ward



Source: Unemployment and Vacancy Statistics, September 2005

3.89 Over the plan period further changes are expected in the labour market. These include:

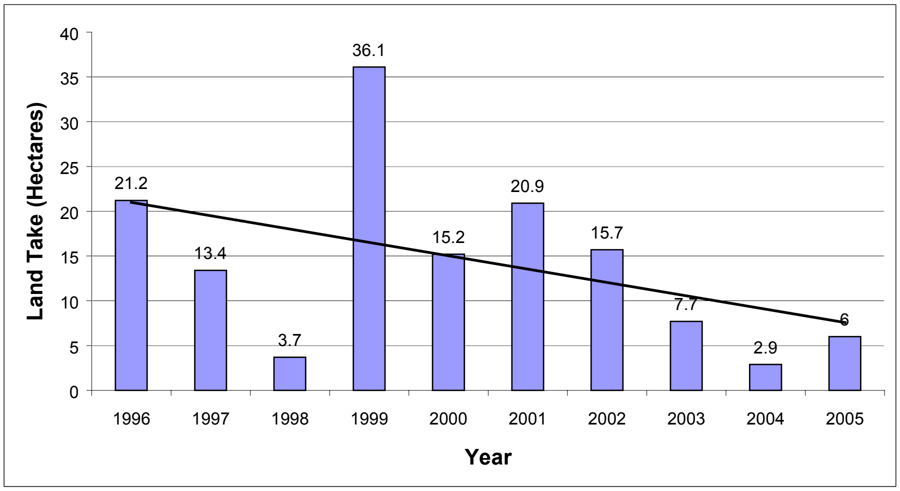
- Increased economic activity and more job creation in Fife;
- More commuting to major employment centres in and outside of Fife;
- In migration of the skilled and educated to south Fife;
- Growth in the service sector;
- Higher female participation, more flexible working, more home working;
- An older workforce with a higher proportion in the over 50 age group; and
- More provision of training and skills to adapt the workforce to changing circumstances.

Employment Land Take

3.90 A record is kept of employment land take in Fife. Figure 3.8 shows total employment land over a 10-year period. The land take includes industrial, business and warehousing developments. Commercial developments are generally counted on serviced employment sites.

3.91 Land take has averaged over 14 hectares per annum, but over the last three years the average has fallen to under 6 hectares. These figures relate to net land and tend to exclude landscaping and roads within serviced employment sites. If included this would add around 15% to the overall land take. This amounts to another two hectares on top of the 14 hectare annual average.

Figure 3.8: Employment Land Take in Fife



Source: Fife Council 2005

3.92 The overall trend in land take is downwards, although the peak year for development was 1999, which coincided with the Hyundai development (now Freescale) in East Dunfermline). Recent land take has fallen markedly in line with the general trend for foreign manufacturing investment to shift to Eastern Europe or the Far East where wage rates are lower. In the current economic cycle, there is no immediate prospect of former levels of mobile investment taking place.

3.93 In terms of floorspace some 280,000 square metres (3,000,000 square feet) have been developed across Fife over the last ten years. This averages some 300,000 square feet per annum of industrial and business premises.

3.94 Development in Fife has tended to focus on two areas - around the Forth Bridgehead Area and in Glenrothes. This also reflects in the location of major developments over the last ten years (see Table 3.4).

Table 3.4: Main Developments

Town	Location	Occupant	Year	Area	F'space
Dunfermline	Carnegie Campus	Sky	1996	3.5	6,500
	East Dunfermline	Motorola	1999	23.0	41,200
Glenrothes	Southfield IE	Flexcon	1997	7.0	9,300
	Viewfield IE	Fife Police	1996	4.0	4,000
	Bankhead Park	ADC	2001	9.0	20,900
Rosyth	Admiralty Road BP	Lexmark	96 & 99	6.9	16,000
	Rosyth Port	Oceaneering Multiflex	1999	4.0	9,300
	Rosyth Europark	Intelligent Finance	2002	2.8	6,800

Source: Fife Council 2005

3.95 In terms of business classification Sky and Intelligent Finance are call centre operations. Flexcon, Motorola (Freescale), and Oceaneering Multiflex are manufacturing plants and Fife Police is an administrative centre. In an operational capacity, successes have been mixed. The call centre operations are major employers, especially Sky, which employs some 3,000 people but the Motorola facility has been mothballed since its construction; the ADC plant was largely surplus to requirements almost as soon as it was built; and the Lexmark facility has been earmarked for closure.

3.96 The last major development in terms of land take occurred three years ago, but a more recent trend is for higher density office development of two or three stories in more compact locations. Examples are the three-storey office complex at Carnegie Campus, the office development at John Smith Business Park and the new Council offices in Dunfermline.

3.97 There are no major developments in the pipeline and recently completed schemes have tended to be advance office space or small factory units.

Business Audit

3.98 A business audit was undertaken in 2005 to determine the number of jobs created on new employment sites since 1996. The study revealed that some 10,000 jobs have been created over the last ten years. Most jobs are new, although some have arisen from relocations to new premises. With a gross land lake of 160 hectares, this has created over 60 jobs for every hectare developed.

3.99 The vast majority of jobs (over 7,000) are in West Fife (see Table 3.5). Over a quarter have been created in Central Fife whereas in East Fife, job creation is very low at around 100. The majority of jobs are office based and most relate to call centre work. The private sector accounts for around 95% of jobs in the survey.

Table 3.5 Jobs Created in Fife

Admin Area	No of Jobs Created	% of Total Jobs
West	7,225	72.6
Central	2,632	26.4
East	94	0.9
Total	9,951	

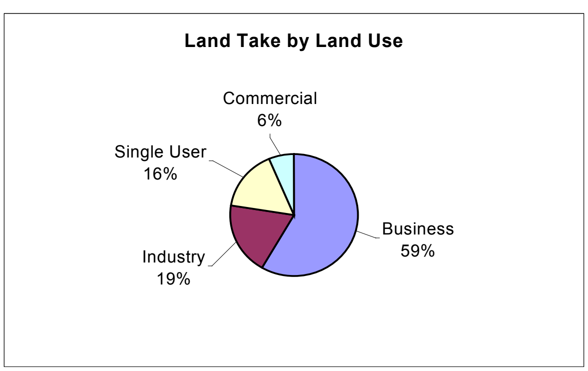
Source: 2005 Business Audit

Land Use

3.100 Most development undertaken over the last ten years has been business related but there is a blurring between industry and business. Figure 3.9 shows the break down in land use. Most large manufacturing plants seek quality business locations, with good access and visibility to and from the primary road network.

3.101 In many locations there is crossover between business and industrial use. Commercial developments tend to favour urban / mixed used locations astride the main road network. This includes car showrooms and service centres. Motorola is listed as a specialist single user development.

Figure 3.9: Land Take by Land Use

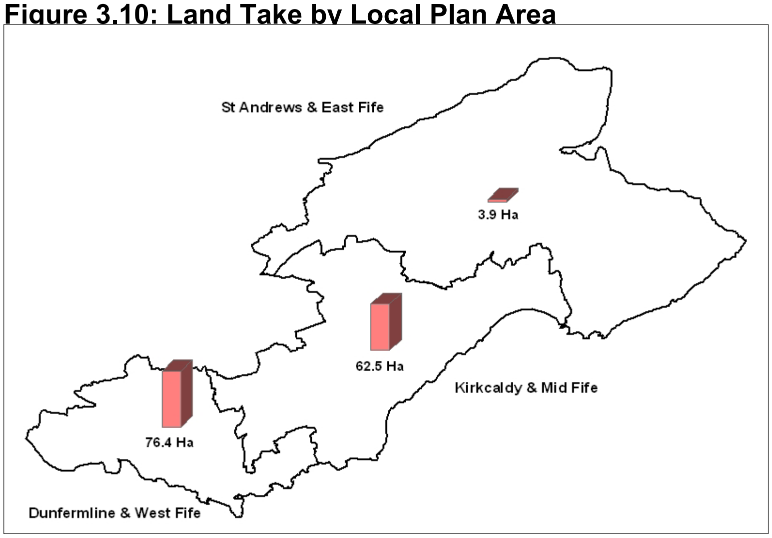


Source: Fife Council 2005

Development by Local Plan Area

3.102 Most development has taken place in West and Mid Fife (see Figure 3.10). The St Andrews and East Fife economy is based on primary industries such as farming and fishing as well as tourism and education. Most development is service sector related and concentrated in Cupar.

Figure 3.10: Land Take by Local Plan Area



Source: Fife Council 2005

3.103 West Fife has attracted over 50% of development and Rosyth Europarc has provided an impetus for economic growth. In Mid Fife, Glenrothes has been the main focus for investment, possibly due to the level of grants and the availability of serviced land. Table 3.6 shows employment land take by town in Fife. The five top named towns - account for over 90% of land take. Factors driving locational decisions include image, access, neighbouring occupants and good quality serviced land.

3.104 In terms of market segment the larger towns are better equipped to attract national and international companies. Companies serving local markets are more likely to be relocations seeking new premises in the vicinity and start up businesses generally serve a local market where the business originates.

Table 3.6: Land Take by Town

Town	Local Plan Area	Area	%
Dunfermline	Dunfermline & West Fife	46.2	32.4
Glenrothes	Kirkcaldy & Mid Fife	37.7	26.4
Rosyth	Dunfermline & West Fife	22.8	16.0
Kirkcaldy	Kirkcaldy & Mid Fife	18.1	12.7
Dalgety Bay	Dunfermline & West Fife	5.2	3.6
Cupar	St Andrews & East Fife	3.7	2.6
Lochgelly	Kirkcaldy & Mid Fife	3.6	2.5
Inverkeithing	Dunfermline & West Fife	1.8	1.3
Methil	Kirkcaldy & Mid Fife	1.3	0.9
Cowdenbeath	Kirkcaldy & Mid Fife	0.9	0.6
Leven	Kirkcaldy & Mid Fife	0.4	0.3
Other		1.1	0.8
Total		**142.8**	**100.0**

Source: Employment Land Take Audit 2005

Existing Industrial, Business & Office Property

3.105 In assessing demand for land, the supply of available premises is a related factor. Good quality premises can soak up new demand. In 2003 there was over 290,000 square metres of available floorspace in Fife. With an expected decline in inward investment, take-up and turnover of the larger properties may be slow but many of the sites contain modern premises in prime locations, and there is scope for sub division.

3.106 Take up and turnover of small business premises (under 500 square metres) in Fife is fairly buoyant and indicates there is strong demand for modern, well-appointed premises in marketable locations. An increasing number of companies in Edinburgh are considering relocation to Fife for reasons such as affordability, lower operational costs, room to expand, proximity to Edinburgh and the airport, suitability of business properties and the general attractiveness of Fife.

Employment Land Supply

3.107 Employment land plays a vital role supporting business growth and developing the economy. There must also be a choice and range of sites in terms of quality, size and location to cater for different market segments and varying land uses. The main land use categories are identified below.

- ***Large Single User High Amenity Sites***
  Demand is limited, but their benefits are significant. Sites must be well located in relation to the motorway and road network, have good access to a main airport and be readily available for development. SPP2 identifies Calais Muir in Dunfermline as a high amenity site aimed primarily at a large single user. The Freescale expansion land is also reserved for a single user linked to the existing facility.

- ***Business Parks***
  The majority of the larger employment sites in Fife are directed towards serving this type of development. Quality and setting of the site are important considerations.

- ***General Industrial Land***
  Sites identified for industrial use can also usually accommodate business class uses and storage and distribution. Industrial uses tend to be located in less prominent locations and marketed more towards meeting local needs.

- ***Storage, Distribution and Freight (Class 6)***
  This use is based on an expectation of a higher level of lorry and van movements. The redevelopment of Rosyth Dockyard is releasing land, some of which is being re-used for storage

- ***Specialist Industry – Petrochemical Related***
  SPP2 advises that land at Mossmorran, by Cowdenbeath is safeguarded for petrochemical related development. The areas allocated for downstream development total 250 hectares but there are no expansion plans at present.
- ***Specialist Industry - Port Related***
  Forth Ports owns or leases a number of sites along the Fife coast. Forth Ports has purchased its leasehold interest in the Port of Rosyth and acquired additional land in the area.

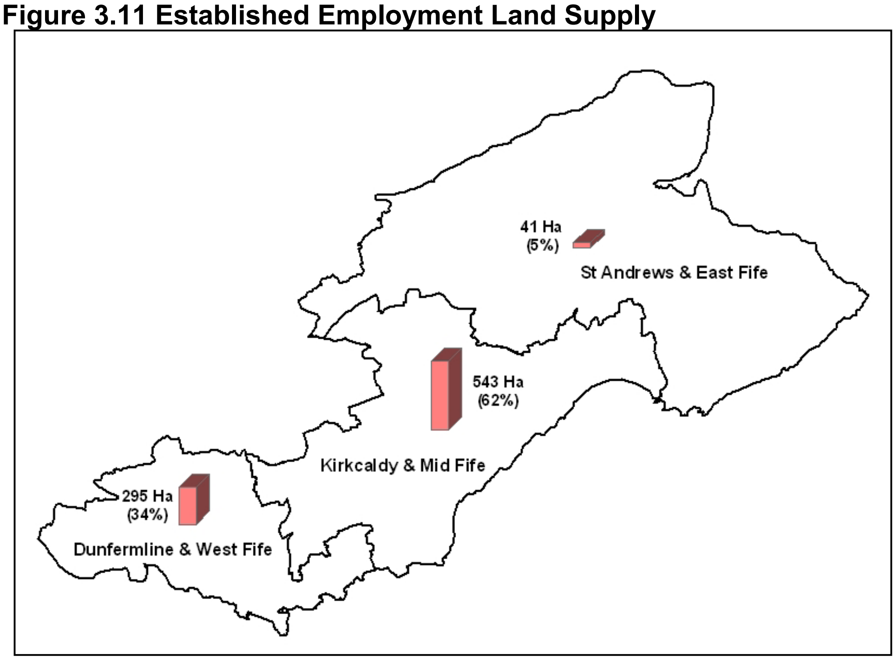
- ***Specialist Industry - Energy Related***
  Scottish Power intends to redevelop part of the former Kincardine Power Station for clean-coal technology, electricity generation and at Westfield, near Kinglassie, land is safeguarded for energy related and recycling uses. In Methil, surplus land around the docks will become a renewable energy business park bringing together companies operating in the engineering, oil, gas and renewable sectors.

Employment Land Supply

3.108 An Employment Land Audit was undertaken in 2005. The established employment land supply includes serviced land, sites with planning permission, local plan allocations, opportunity sites and option land. There is 880 hectares of land identified for employment purposes in well over 100 locations (see Figure 3.11).

3.109 The specialist, petro-chemical expansion land at Mossmorran (250 Hectares) accounts for nearly 50% of the established supply in Kirkcaldy and Mid Fife. Excluding this site, Dunfermline and West Fife area has the larger supply. Table 3.7 shows how the supply breaks down by land use. Business specifically accounts for some 150 hectares and mixed business / general industry provides over 240 hectares.

Figure 3.11 Established Employment Land Supply



Note: Figures are rounded to the nearest hectare
Source: Fife Council Employment Land Audit, 2005

Table 3.7 Established Employment Land Supply by Land Use Category

Local Plan Area	Business	General / Industry	Special Industry	Single user	Redev.
Dunfermline & West Fife	53	48	63	76	56
Kirkcaldy & Mid Fife	75	181	288		
St Andrews & East Fife	20	15	6		
Fife	148	244	357	76	56

Note: Figures are rounded to the nearest hectare
Source: Fife Council Employment Land Audit, 2005

Option Land and Opportunity Sites

3.110 Within the established land supply there are three categories of employment sites that are not set against the contributing supply - option land, opportunity sites and safeguarded sites (see Table 3.8).

3.111 Option land is reserved for a company's expansion. Its availability is restricted to that company and it does not usually contribute to the marketable supply. There are over 100 hectares of option land.

3.112 Opportunity sites tend to be brownfield sites that have major constraints limiting development or they may be redevelopment sites with a mix of land and buildings where land use and boundaries have still to be clearly defined. In total there is over 100 hectares of opportunity sites. This includes over 60 hectares of surplus land and property / redevelopment sites at Rosyth Dockyard.

3.113 Safeguarded sites are longer-term sites that have been broadly identified through local plans and where there is some commitment to their development. It includes Kingslaw in Kirkcaldy (50 hectares). Detailed boundaries and a breakdown of land uses have still to be defined.

Table 3.8 Non Contributing Employment Land Supply

Local Plan Area	Option Land	Opportunity	Safeguarded Site
Dunfermline & West Fife	86	93	
Kirkcaldy & Mid Fife	12	0	51
St Andrews & East Fife	0	2	
Fife	103	104	51

Note: Figures are rounded to the nearest hectare
Source: Fife Council Employment Land Audit, 2005

The Contributing Employment Land Supply

3.114 The contributing employment land supply has some capability of being developed over a 10-year period. In practice the timescales for development on certain sites may be longer as it generally requires an injection of public money to start development. The contributing supply includes Local Plan allocations, sites with planning permission and serviced sites. The new employment allocations in the Draft St Andrews and East Fife Local Plan are excluded.

Effectiveness is a key factor in assessing the supply. Various land uses and catering for different market segments and the costs of servicing land, mean that the immediately effective supply is usually constrained. In terms of availability the land is classified into:

- Immediately available;
- Available within 5 years; and,
- Available beyond five years.

3.115 Immediately available land tends to be serviced employment sites. Land that is available within five years is either awaiting services or has some impediment such as ground conditions or land assembly to resolve. The landowner must be a willing seller. Land that is available beyond 5 years requires work that is not anticipated in the short to medium term and there is a possibility that the land will remain undeveloped for a long period.

3.116 Table 3.9 shows that both Kirkcaldy and Mid Fife and Dunfermline and West Fife each have around 90 hectares of immediately available employment land, whereas St Andrews and East Fife has only 2 hectares. There is a further 100 hectares of land available within 5 years.

Table 3.9: Contributing Employment Land Supply

Local Plan Area	Available / Serviced	Within 5 Years	Beyond 5 Years	Total Area
Dunfermline & West Fife	87	24	6	117
Kirkcaldy & Mid Fife	93	75	62	230
St Andrews & East Fife	2	4	0	6
Fife	182	103	68	353

Source: Fife Council Employment Land Audit, 2005
Note: Figures are rounded to the nearest Hectare. It excludes opportunity sites and option land
Mossmorran sites have been excluded (250 Hectares beyond 5 years)

Employment Land Requirement

INTRODUCTION

3.117 The Structure Plan must ensure that the land supply is both adequate in overall terms and offers a choice of size and locations. The Plan should also specifically provide for special forms of industry and business with their own particular requirements. This includes petro-chemical related sites, high amenity sites and land for science parks / university related development.

3.118 Forecasting future requirements is based on an analysis of past land take, known developer requirements, latent demand and the suitability of the available supply. Developer demands are based on current planning applications and no major proposals are imminent. Latent demand is harder to quantify, but there is a demand for small serviced sites in the Forth Bridgehead Area.

Projected Land Requirements

3.119 Recent trends suggest that past levels of land take-up are unlikely to persist. Work done by consultants (Ryden) on behalf the Council forecast a minimum provision of 10.5 hectares of land take-up per annum up to 2011. The strategy plans for a requirement of some 11 hectares (gross) per annum.

3.120 Table 3.10 gives an assessment of future land take by local plan area. Between 2006-2026, this shows a demand for 220 hectares. It is estimated that around 75% of the supply will be developed for business /commercial / high amenity purposes and some 25% for industrial and warehousing development including that for specialist users.

Table 3.10: Predicted Land Take 2006-2026

Local Plan Area	2006-2026
Dunfermline & West Fife	110
Kirkcaldy & Mid Fife	100
St Andrews & East Fife	10
Fife	220

Land take is in Hectares
Source: Fife Council, 2005

3.121 By 2016, the immediately effective supply would fall by around 62% and by 2026, all areas would have exhausted their serviced supply (see Table 3.11). New serviced sites will be required to meet demand and to provide choice and variety. The strategy is to ensure an effective supply in all towns over 5,000 population so this will require widespread site servicing. However a single large development could skew the projected land take. Also on-site development may require the servicing of a larger area to achieve economies of scale.

Table 3.11: Effective Land Supply over Plan Period

Local Plan Area	Supply 2006	Land take 2006-2016	Supply 2016	Supply 2026
Dunfermline & West Fife	84	55	29	-26
Kirkcaldy & Mid Fife	92	50	42	-8
St Andrews & East Fife	1	5	-4	-9
Fife	177	110		

Note: Figures are in Hectares.

Strategic Employment Sites

3.122 The Structure Plan identifies a list of prime employment sites totalling over 800 hectares that will be safeguarded to ensure delivery of the strategy. Most of the sites are in the established land supply and cover a broad range of land uses. This takes in redevelopment sites / sites still in partial use. Table 3.12 shows a list of safeguarded sites.

Table 3.12: Safeguarded Strategic Employment Sites

Safeguarded Sites	Area (ha)	Preferred use
Dunfermline & WF Local Plan		
Calais Muir, Dunfermline	38	Single User High / Business
Freescale Expansion, Dunfermline	40	Business
Rosyth Waterfront*	65	Port Related and Waterfront Business and Facilities
Admiralty Road, Rosyth	8	Business
Carnegie Campus, Dunfermline	12	Business
Dover Heights, Dunfermline	12	Business
Total	**155**	
Kirkcaldy & Mid Fife Local Plan		
Fife Airport, Glenrothes	16	General Industrial
John Smith BP, Kirkcaldy	19	Business
Methil Waterfront*	40	Renewable Energy Related
Mossmorran, by Cowdenbeath	250	Petrochemical Related
Total	**325**	

*Site not currently counted towards contributing supply- May be opportunity site or redevelopment site still to come forward in the land supply.

3.123 Table 3.13 shows where new provision will be made to maintain a stock of sites throughout Fife. A number of employment sites are identified within the proposed Strategic Development Areas. There is a new requirement for over 330 hectares of which two thirds are directed to Mid Fife.

Table 3.13: Strategic Employment Land Requirement

Requirement	Area (Ha)	Land Use
Dunfermline & West Fife		
Strategic Site – Dunfermline	80	Business
Kirkcaldy & Mid Fife		
Strategic Development Area – Kingslaw / East Kirkcaldy*	40	Business
Strategic Development Area – Levenmouth	15	Business / General Industrial
Strategic Development Area – Lochgelly	25	Business / General Industrial
Westfield – Kinglassie**	60	Green Business Park
Total	**220**	
St Andrews & East Fife		
St Andrews – Linked to University*	10	Science Park
St Andrews – Mixed Development Sites*	10	Business
Cupar Strategic Development Area	10	Business Park / General Industrial
Total	**30**	
Fife Strategic Sites Total	**330**	

Figure in Hectares
Areas identified / part identified in adopted local plans or the Draft St Andrews and East Fife Local Plan.
** Green Business Park within existing site boundary of Westfield – not included in the Employment Land Audit

Fife Wide Strategic Employment Land Supply

3.124 The strategy is to make employment land provision throughout Fife so that all areas can attract business and help increase the business start up rate. It is envisaged that most site servicing will be small scale and aimed at meeting locally generated need. Provision will be made through local plans. There is an overall requirement for 22 hectares but part provision is already made in local plans (see Table 3.14). Some local plan sites may also be deleted in favour of new sites better placed to serve the prevailing market demand.

Table 3.14: Strategic Small Towns Provision

Town	Area	Preferred use
Dunfermline & West Fife		
Dalgety Bay	3.0	Business / Mixed Use
Inverkeithing	2.0	Business / Mixed Use
Kincardine	6.0	Business / Mixed Use
Kirkcaldy & Mid Fife		
Kennoway / Windygates	2.0	Business / Mixed Use
Burntisland	2.0	Office / Business
Cardenden / Bowhill	1.0	Business / Mixed Use
Benarty Area	2.0	Business / Mixed Use
St Andrews & East Fife		
Tay Bridgehead Area	3.0	Business / Mixed Use
East Neuk	1.0	Business
Total	**22.0**	

Note: Provision will derive from existing sites, replacement sites and new sites.

Tourism

3.125 Fife's extensive coastline, historic towns and villages and its high quality recreational facilities all draw in visitors. In catering for tourism, the market is divided into key market segments such as touring visitors, short breaks, day trips, conference and business travel, and activity-led tourism.

3.126 Tourism in Fife shares similar characteristics with the rest of Scotland. There was a general decline in the early 1990s in the domestic market, offset by strong growth in the overseas market, whereas the business market has grown slowly throughout the 1990s. The differences between the Fife and the Scottish average include:

- fewer holiday visitors and business tourists but more Scottish visitors;
- double the average percentage of North American visitors;
- a high proportion of visitors visiting family and friends; and
- a high proportion of caravanners

3.127 The Structure Plan strategy supports the Kingdom of Fife Tourist Strategy in seeking to increase the length of the tourist season, improving visitor dispersal in Fife and improving quality. As part of the strategy, expansion of leisure and hotel facilities will generally be supported subject to environmental considerations.

Local Plan Profiles

Dunfermline and West Fife Local Plan

3.128 A single User High Business site is provided within East Dunfermline (Calais Muir) and land adjacent to Freescale (formerly Motorola), provides 40 hectares for future expansion. Carnegie Campus provides a high quality business environment but there is a shortage of office development sites around Dunfermline town centre. There is also an urgent need to provide serviced general industrial land. Longer term, the Strategic Development Site in Dunfermline will provide new employment land (80 Hectares).

3.129 A new / upgraded spur road will provide improved access to the port of Rosyth and surrounding area. There is extensive scope for redevelopment and re- use of land and buildings as it expands as a multi-modal transport hub. A minimum of three hectares should be made available at Dalgety Bay possibly through a brownfield redevelopment. In Inverkeithing approximately 2 hectares of land is required help compensate for the closure of the paper mill.

3.130 West of Dunfermline there is no immediately available land. The local plan identifies a site at Kincardine, between the town and the new bypass for business use and this will provide land to serve this area.

Kirkcaldy and Mid Fife Local Plan

3.131 Kirkcaldy's manufacturing base is steadily eroding and new employment opportunities are needed. John Smith Business Park occupies a prime location off the A92. Further high quality development is proposed on land at Kingslaw in north-east Kirkcaldy (currently being opencast). General industrial needs are currently met at Randolph Industrial Estate, but the supply is limited and additional provision is required. As part of the strategic development of Kirkcaldy Eastern Expansion Area, land will be safeguarded for employment use.

3.132 With the closure of the Alcan factory in Burntisland and its redevelopment for housing, there is a need to revitalise the local economy. A minimum of two hectares of serviced land is required in the town. Similarly in Cardenden / Bowhill a minimum of 1 hectare is required to provide a local supply.

3.133 Glenrothes has attracted a large number of businesses, but offsetting the successes has been the closure of the two largest developments (Canon and ADC). This impact has been mitigated by sub division and occupancy by new businesses. There is a substantial supply of serviced employment land at various locations in the town and a 16 hectare site at Glenrothes Airport is retained for general industrial development. However there is a need to cater for additional office uses to support the town centre.

3.134 Close to Kinglassie, land will be reserved for a 60 hectare Green Business Park at Westfield within the confines of the existing site.

3.135 Levenmouth needs to develop a more varied employment base along with improved transport links to adjacent employment centres. To provide new capacity, a minimum of two hectares will be required as a priority within the employment provision (25 hectares) arising from the Levenmouth Strategic Development Area.

3.136 The focus for investment in Buckhaven/Methil is the proposed Fife Energy Park at the former fabrication yard (Kvaerner site) and the regeneration of Methil No. 3 Dock.

3.137 Glenfield Industrial Estate, complemented by brownfield opportunities, will meet local needs in Cowdenbeath up to 2015. Medium term the aim is to develop a new employment site in Lochgelly (15 hectares). Such an allocation / development will be secured through the development of the masterplan for the Lochgelly Strategic Development Area. In the Ballingry/Lochore/Crosshill area, some two hectares of land is required, to satisfy potential local need.

St Andrews and East Fife Local Plan

3.138 St Andrews has developed around tourism, leisure and the university. The objectives are to build on its international reputation for golf and tourism; increase commercial spin off from the university and develop a Science Park again associated with the university. There is a requirement for a science park attached to the University and to make provision for general industrial and business use.

3.139 Eden Valley Business Park and Cupar Trading Estate have provided the main employment related development sites in the plan area. However, these locations are at or nearing full capacity and there is an immediate requirement for a successor site. Longer term, the proposed Cupar Strategic Development Area will provide the opportunity to allocate a site of some 10 hectares.

3.140 The strategic bridgehead location around Newport/Tayport, with access to markets provided by the Dundee City Region, has potential for investment and economic growth. As a medium-term objective, a 3 hectare site will be brought forward in a location adjacent to the A92 close to the Tay Bridge landfall.

3.141 With an absence of available land in the East Neuk, a site of 1 hectare minimum is required to meet local businesses' needs.

Summary

3.142 Economic opportunities in Fife are steadily improving although there are still areas of localised decline. The Forth Bridgehead Area is competing strongly for national inward investment. Relocations from Edinburgh, or businesses setting up in Fife to serve the Edinburgh market are expected to become more commonplace.

3.143 Based on projected levels of development, there is sufficient land to meet demand up to 2016, but the critical aspect is providing a serviced supply that provides variety and choice of locations.

3.144 Over the next twenty years, levels of commuting to Edinburgh are expected to rise considerably, and extend further into Fife, The Edinburgh economy is the most vibrant in Scotland and is based around growth sectors of the economy such as financial services. Key related issues are transport related, such as the capacity of the road and rail network to support increased commuting.

POLICY JUSTIFICATION

INTRODUCTION

3.145 In developing the Structure Plan strategy, account has been taken of:

- policy guidance
- the focus on growth in the service and business sector
- the value of manufacturing and tourism to the economy
- the need to provide more job opportunities and promote a business culture.
- expected increased levels of commuting
- the need to improve transport links to facilitate access to work

Policy E1: New Employment Land

3.146 Fife has a large supply of employment sites that covers the main market segments of high amenity sites, business, general industrial and special industrial uses. Development will be promoted in these locations in accordance with Policy E1 and Proposal PE1. Proposal PE1 provides a list of existing and proposed strategic employment sites in Fife. The existing supply of strategic sites has been selected on the basis of their national marketability, strategic location, land use and size. The serviced sites and sites with planning permission represent some of the most attractive business locations in Fife.

3.147 Provision will be made for fresh sites over the plan period through employment land allocations in five of the proposed Strategic Development Areas. This will ensure an adequate supply of high quality sites around Dunfermline, Glenrothes, Kirkcaldy, Leven and Lochgelly. Extra provision is also sought around St Andrews. In assessing new requirements, the following factors have had a bearing on the decision:

- The desire to regenerate Mid Fife;
- To meet market forces and commercial /economic demand in Dunfermline and West Fife;
- To provide wider employment opportunities in St Andrews and East Fife;
- Cross subsidy within the Strategic Development Areas to facilitate site servicing of new employment land and make the schemes economically viable;
- To provide strategic employment sites close to existing or planned transportation hubs to improve accessibility and opportunities for work.
- To make serviced employment land provision in all towns in Fife over 5,000
- To reflect changing market conditions by facilitating Class 4 uses in towns centre and by supporting hotel developments in Fife.

3.148 Tourism and tourism facilities are part of the growing service sector economy and their expansion is supported where proposals are in scale and in keeping with their surroundings. In considering applications for development, account will be taken of factors such as:

- Providing employment and income, particularly in or near regeneration areas and areas of high unemployment;
- Contributing to farm diversification;
- Accessibility by public transport system; and,
- Improving the quality and choice of visitor attractions and tourist facilities.

Proposal PE1: Proposed and Existing Strategic Employment Land

3.149 Proposal PE1 identifies existing and proposed sites to be allocated for employment land in order that they may be safeguarded for future use.

TOWN CENTRES AND RETAILING

INTRODUCTION

3.150 Town centres lie at the heart of communities and are a key driver of both the economy and regeneration. They serve a wide range of functions including retailing, cultural, commercial and retailing. The centres are a hub for public transport and a major focus for employment. The appearance and character of a centre helps to define the image of a town and can attract or indeed dissuade people from moving into an area. However town centres are only one element, albeit a very important one, of a network of centres.

3.151 The retailing sector is dynamic and is continually evolving. The advent of retail parks, out-of-town shopping centres and large free standing stores have put town centres under increasing pressure, and are threatening or affecting the vitality and viability of a number of centres. The impact of these trends has been felt most strongly in smaller towns that have been unable to attract the investment needed to compete effectively.

3.152 Whereas planning policy now firmly identifies town centres as the prime location for shopping and leisure facilities, investment in town centres (particularly in the retailing sector) is increasingly being directed to larger towns and cities across Britain. One of the key issues is to develop a framework that makes investing in Fife town centres attractive to developers and to stem leakage.

3.153 Whilst the Structure Plan strategy supports town centres as the key location for shops, services and leisure activities, it also recognises the important roles played by a network of smaller centres and retail parks. The strategy is consistent with government guidance in the form of NPPG8: Town Centres and Retailing and the Fife Economic Development Strategy. It also takes into account emerging policy in the form of Draft SPP8 “town centres”. The policy approach has also been developed against a robust information base and in doing so a number of key research components have been used to underpin the Plan Strategy. These include:

- Fife Household Shopping Survey 1999 (Fife Council)
- Fife Retail Capacity Study 2002 (DTZ Pieda Consulting)
- Fife Retail Capacity Study 2006 (Roderick MacLean Associates)
- Fife Town Centre Floorspace and Land Use Survey (2004)
- Perception Survey Monitoring Reports of the Major Centres - Draft (2004)
- Retailer Demand to locate in Fife (2005)
- CACI Report on Comparison Shopping in Fife (2005)

POLICY FRAMEWORK

NPPG8: Town Centres and Retailing

3.154 NPPG8: Town Centres and Retailing (1998) sets out the Government's policy on town centres and retail developments. The Government is committed to protecting and enhancing Scotland's town centres. Its broad objectives are:

- to sustain and enhance the vitality, viability and design quality of town centres as the most appropriate location for retailing and other related activities;
- to maintain an efficient, competitive and innovative retail sector offering consumer choice; and
- to ensure that new developments are located where there are good public transport services, and better access for those walking and cycling.

Fife Economic Development Strategy

3.155 The Fife Economic Development Strategy highlights the important role that town centres can play as economic drivers and generators of employment. The need to reduce leakage is also identified as a priority.

A Strategy for Town Centres

3.156 A Strategy for Town Centres was published in 1998. Its broad themes are to create town centres in Fife that are sustainable, accessible, safe, attractive and diverse. The Council recognises this strategy needs to be reviewed.

BASELINE INFORMATION AND ISSUES

Retailing Hierarchy

3.157 Town centres in Fife operate within a national retail hierarchy and this is identified below. The position of a centre in the hierarchy can affect its ability to attract investment and compete with neighbouring centres.

Metropolitan Centres

3.158 At the top of the hierarchy are the two metropolitan centres of Edinburgh and Glasgow. Their trade draw is national. Leakage from Fife to these centres is increasing as they expand and modernise, allied to a willingness and ability for people to travel further afield to shop.

Regional Centres

3.159 In east central Scotland, Dundee, Perth, Falkirk, Stirling are deemed to be regional centres. These centres vie with each other for trade and for retailers. In addition, the Gyle Centre in the west of Edinburgh acts as a regional centre in respect of its trade draw, range of multiple outlets and floorspace rentals. It has a strong customer base drawn from West Fife. Trade draw to these centres of Fife residents is likely to increase, unless offset by an increase in the quality of shopping that is available locally.

Sub-Regional Centres

3.160 The centres of Kirkcaldy and Dunfermline are classified as Sub-Regional centres. Although not offering the range of shopping or equalling the rentals achieve by regional centres, such centres compete more locally to provide an alternative. Retention of market share and keeping abreast of competition are critical to prevent a centre sliding into decline. At present Kirkcaldy lies somewhere between a Regional Shopping Centre and a Sub Regional Centre.

District Centres

3.161 Below the sub regional level are district centres that have a smaller catchment and where non-food shops still predominate. They vary considerably in nature and size. This category takes in Glenrothes, which is by far the largest; St Andrews, Cupar, Leven and Cowdenbeath. These centres serve their immediate hinterland, but there is considerable leakage to higher order centres given their relatively limited choice of shops. The main threat to businesses in these centres is the dominance of mixed food / non food superstores that now provide a complete shopping experience under one roof.

Local Centres

3.162 Local centres tend to meet day to day local needs, primarily for food related shopping. They include centres such as Inverkeithing, Burntisland, Anstruther and Lochgelly. Some of these centres have been affected badly by general trends in retailing leading to a reduction in the number of shops.

Retail Rankings

3.163 An information company, Experian, produces UK Retail Rankings annually. These rankings assess the vitality of retail centres in the United Kingdom using a number of factors such as number of multiple retailers, number of comparison retailers, number of service and miscellaneous outlets and number of key retail attractions.

3.164 Retail rankings have gained widespread acceptance as benchmarks to evaluate centres against one another and Table 3.15 shows a list of selected rankings. Edinburgh is ranked 17 and Dundee, Falkirk and Stirling are all in the top one hundred. To varying degrees these centres all attract trade from Fife.

3.165 Kirkcaldy is the top ranked town in Fife (155), which is noticeably higher than Dunfermline (218) or Glenrothes (240). This confirms the status of Kirkcaldy as the principal shopping centre in Fife, although low floorspace rentals, relative to its ranking, suggest an element of stagnation within the centre. The best performing Regional Centres are achieving rental levels of approximately £100 per square foot.

3.166 The Zone A rentals of £80 per square feet for Dunfermline are high given its standing in the rankings but the prime shopping area covers a compact area centred on the Kingsgate Mall and the east end of the High Street.

Table 3.15: UK Retail Rankings 2003 - Scottish Centres

Centre	Ranking	Zone A Rentals – 2005 £ per square foot
Edinburgh	17	215
Dundee	58	110
Stirling	95	110
Perth	119	70
Livingston	141	90
Kirkcaldy	155	65
Dunfermline	218	80
Glenrothes	240	60

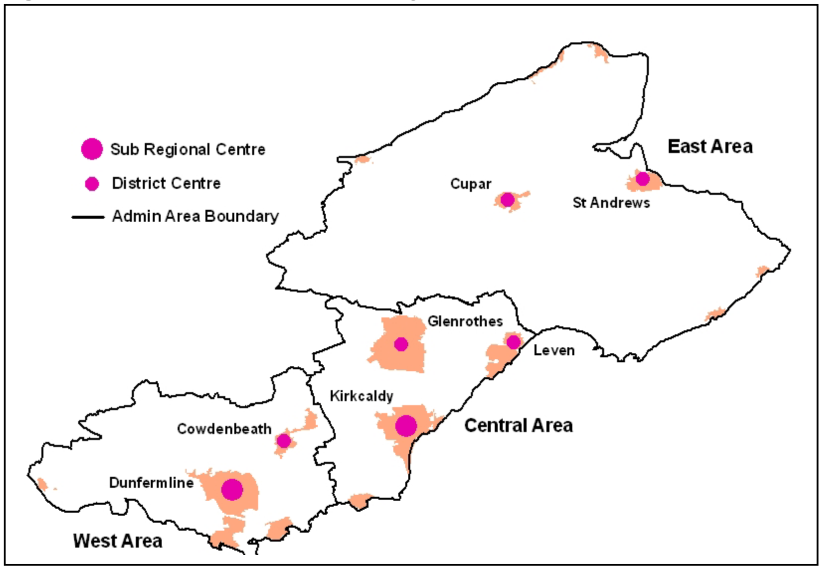
Source: Experian (2003) Colliers Conrad Ritblat Erdman Limited

3.167 To be on a par with Regional centres, Zone A rental levels in Dunfermline or Kirkcaldy need to rise to around £90 per square foot. This will require a high quality mall type development, centrally located, with a good tenant mix, and an attractive layout and appearance with parking close by. The low Zone A rentals for Kirkcaldy make it more difficult to attract private investment into the centre.

Fife’s Main Town Centres

3.168 The characteristics and land use elements within each of Fife’s main town centres are covered below and Figure 3.12 shows the retail hierarchy.

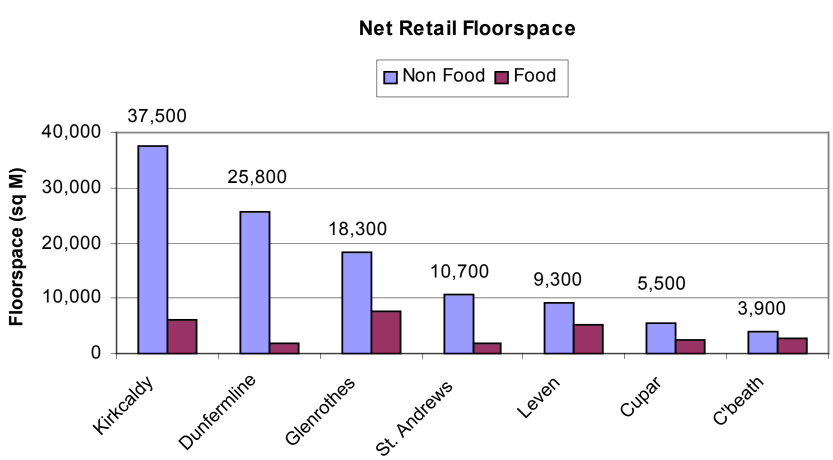
Figure 3.12: Fife Retail Hierarchy



Source: Fife Council 2005

3.169 Retailing is the principal activity associated with town centres, and this provides much of the trade and vibrancy in the daytime. Figure 3.13 shows the net retail floorspace provision with each centre split between food and non-food. Kirkcaldy is significantly larger than Dunfermline, which is also measurably bigger than Glenrothes. The larger centres tend to be non-food dominated, whereas in the smaller centres there is a more balanced mix.

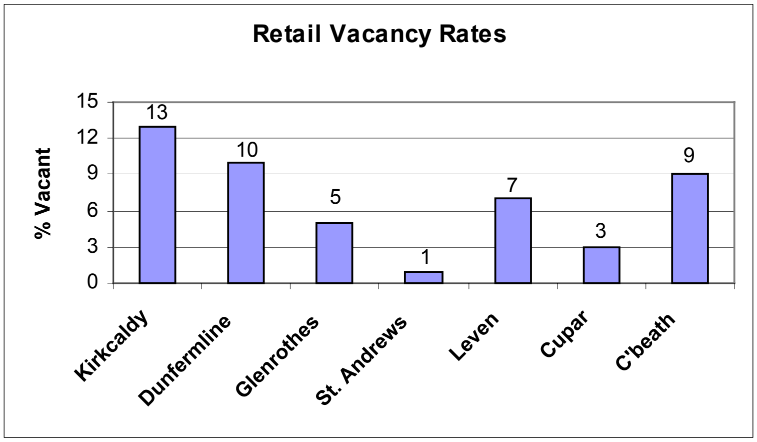
Figure 3.13: Town Centre Floorspace



Source: Fife Council, 2005
Net Floorspace figures refers to occupied floorspace

3.170 Figure 3.14 shows retail vacancy rates by town centre. This is based on the vacant net floorspace as a percentage of the total net floorspace. Kirkcaldy has the highest vacancy rate but this partly reflects uneconomic smaller premises at the margin of the centre. In the case of Dunfermline, part of the former Co-op buildings site is still vacant, although demolition has removed the old buildings. Three of the five District Centres are performing well, but Cowdenbeath is still in decline as a retail centre and other uses are taking over vacant premises.

Figure 3.14: Retail Vacancy Rate by Town Centre



Source: Fife Council, 2006

3.171 Entertainment and leisure also tends to be based in town centres, because of passing trade, good communications and benefits of association. The office sector has traditionally located in town centres, but over the last ten years there has been a drift out to business park locations, which provide good quality accommodation with customer parking. However to cater for the growing service sector, the economic strategy seeks to reinvigorate office development in and around the main centres.

Kirkcaldy

3.172 Kirkcaldy is the largest shopping centre in Fife with over 200 shops and 43,000 square metres of net floorspace. The shopping centre is linear in form, with trade falling off at either end as major retailers have sought central locations in and round the Mercat shopping mall. Retail rentals stagnated during the 1990s, but are still the second highest in Fife.

3.173 Catchment boundaries extend into West and East Fife and there is a strong core catchment. Perception surveys have shown that shoppers spend more in Kirkcaldy than in any other centre in Fife and the variety of shops is highly rated. The town is readily accessible from the main population centres in Fife and is best placed to resist leakage to competing centres by virtue of its distance to the larger centres and the quality and number of its shops. Environmental improvements to the Harbour end have partly revitalised this area, but the centre requires fresh investment to fend off competition.

3.174 The Kirkcaldy Renaissance Partnership has been formed to deliver an action plan to grow the centre to a position of regional standing with vibrant commercial, leisure and business uses supporting the strong retail sector.

Dunfermline

3.175 Dunfermline is the second largest town centre in Fife but it falls short of matching Kirkcaldy in terms of floorspace and overall quality of shopping. Its core catchment area covers West Fife but it partly overlaps with a stronger Kirkcaldy. Demand for retail units is steady in the principle shopping areas and prime rentals are the highest in Fife. The prime shopping area however, needs to broaden and expand through new development. The town has a more affluent catchment than Kirkcaldy and the fast growing population is providing considerable additional spend in the area.

3.176 The town has a strong service and office sector. There is a vibrant leisure / entertainment market with a number of proposals for new development in the food and drink sector possibly as a consequence of the towns booming population. The Royal Dunfermline Partnership has been formed to lead on the revitalisation of the centre and develop an action plan to take forward developments.

Glenrothes

3.177 Glenrothes is the third largest town centre in Fife in terms of retail floorspace. The town centre benefits from having a covered mall under the management of a single company. Approximately 70% of the town centre's shops are national multiples and the town has the third highest retail rents in Fife. The centre is perceived to be clean and tidy, accessible, well maintained and largely traffic free with good parking provision.

3.178 The centre however is quite poorly served by non-retail uses (the food and drink sector in particular) and the closure of the mall in the evenings makes extending the range of uses difficult

Cupar

3.179 The town centre has a robust food and non-food retailing presence along with strong office, civic, leisure and service sectors. This reflects the general prosperity of its extensive rural catchment area and its role as a traditional market town. Floorspace is predominately non-food and there is a low proportion of multiples. The town has a low vacancy rate of 3%. The level of traffic passing through the main thoroughfares is, however, perceived as a problem. Superstore operators Tesco is seeking to rebuild a larger store on an edge-of-centre site and supermarket group Lidl propose to relocate from the centre to an edge of centre location.

St Andrews

3.180 St Andrews is a vibrant, busy centre that relies heavily upon seasonal holidaymakers and day visitors, attracted by the town's heritage. Consequently, nearly 85% of the floorspace is devoted to non-food shopping. Proportionately, there are relatively few national multiples in St Andrews but shoppers perceive the strong independent / specialist shop sector as one of St Andrews' strengths. The Perception Survey found that people tended to visit the town centre for shopping and leisure / tourist related activities and that over 20% of people in the centre were staying in holiday accommodation.

3.181 The centre has a large number of cafes, restaurants, hotels and bars. University students also bring added vitality to the centre and many of the centre's buildings are in educational use. The low vacancy rate (2%) suggests a strong latent demand for premises possibly across a spectrum of uses – retailing, service sector, leisure and entertainment.

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Leven

3.182 Leven's catchment area is essentially the Levenmouth Area, but it also extends eastwards into the East Neuk. A high proportion of convenience floorspace in the centre derives from supermarkets / superstores on the perimeter. A small Retail Warehouse Park opened in 2005 within the defined town centre. Apart from retailing, there is a balanced range of leisure, recreational and other services within the centre that provide vitality.

Cowdenbeath

3.183 Cowdenbeath is being squeezed by surrounding larger towns and out of centre retail developments and it is starting to show the characteristics of a local centre rather than a district centre. The amount of retail floorspace has fallen by 14% over the last 5 years as flats replace vacant shops. Revitalisation of the centre is proposed via a new supermarket within the centre, but the main issue is the scale of the development so that existing businesses can still compete.

3.184 Apart from retail uses there is a strong food and drink sector, suggesting that the centre is active both during the day and in the evening. Personal services have also replaced vacant retail units so the centre is still partly revitalising itself.

Conclusions

3.185 The main town centres are by and large healthy and vibrant with low average vacancy rates. The two main centres of Kirkcaldy and Dunfermline need to grow their retail floorspace just to keep pace with external competition. There are development proposals for the three largest centres and some are more advanced than others, but new schemes need to be implemented for the centres to thrive. With the growth in tourism and short break holidays St Andrews will continue to prosper and there is scope for growth in the personal care sector and in leisure and entertainment.

3.186 Among the other centres, the need is to balance new growth with rejuvenation, whilst retaining existing vitality. Pressure on the District centres is arising from the major foodstores seeking to expand and sell an increased proportion of non-food items.

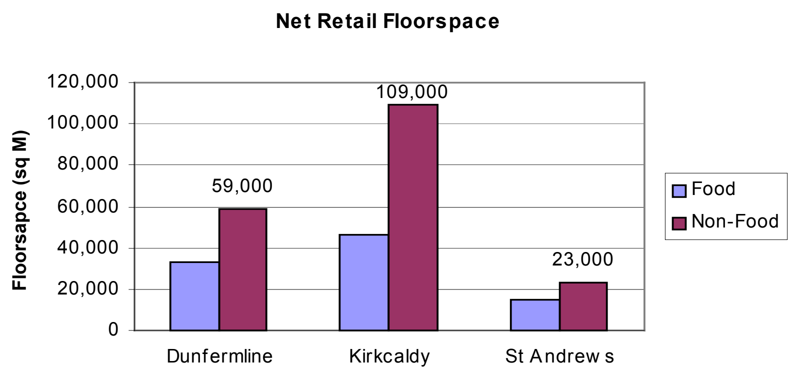
Retail Catchments in Fife

3.187 Fife is subdivided into three retail catchment areas based on the trade draw of Kirkcaldy, Dunfermline and St Andrews town centres. The 2002 Retail Capacity Study used these boundaries as the basis for calculating spare capacity. These divisions followed the administrative areas of East, West and Central Fife. The Cowdenbeath area remains within the Dunfermline retail catchment.

Retail Floorspace

3.188 There is over 280,000 square metres of occupied retail floorspace in Fife (see Figure 3.15), with over half being located in the Kirkcaldy retail catchment area. This catchment has the greatest concentration of population, the lowest levels of leakage to competing centres and the largest shopping centre in Fife. A third of the floorspace lies in the Dunfermline retail catchment. In the St Andrews catchment, the percentage of total floorspace is 13% reflecting the largely rural nature of the area and accessibility to nearby larger shopping centres. There is twice as much non-food floorspace (191,000 sq. metres) as food floorspace (94,000 sq. metres) in Fife.

Figure 3.15: Net Retail Floorspace in Fife



Source: Fife Council, 2005

Developments

3.189 Since the early 1990s, the only significant retail expansion of town centres in Fife has been the Rothes Halls development at Glenrothes. A small Retail Park has opened in Leven town centre, but other than this, retail developments have been modest in scale. Development pressure is now mounting and major schemes are being worked up for Kirkcaldy, Dunfermline and Glenrothes town centres. There is a real expectation that these proposals if approved / implemented will deliver significant improvements to each centre over the next five years.

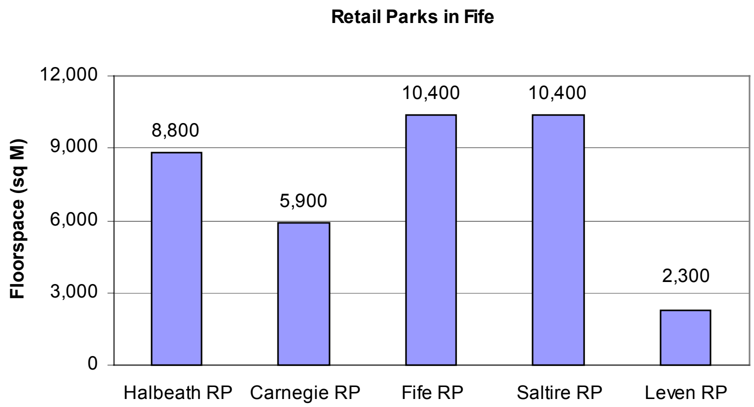
Foodstores in Fife

3.190 The market dominance of foodstores means that some town centres have only a supporting role in the provision of food shopping in Fife. The total net floorspace of the 15 largest foodstores in Fife is 37,000 square metres, which, when applying national averages, accounts for a turnover of around £300 million as at 2002 (although not all the turnover is food related). This compares with a total food expenditure potential of £500 million for Fife.

Retail Warehouse Parks

3.191 Fife's five Retail Parks have all developed within the last 15 years to cater primarily for car borne shoppers seeking to buy DIY, household and electrical goods. Figure 3.16 shows the retail floorspace provision at each Retail Park (excluding foodstores). In order to improve information on the operation of, and users / customers for, retail parks in Fife, a Retail Park Survey will be carried out in 2006.

Figure 3.16: Retail Warehouse Parks



**Excludes Halfords where present (Car related retail floorspace is excluded from Capacity Study)
*Floorspace figures are in square metres net
Source: Fife Council, 2005 Retail Floorspace Survey

Retail Commitments / Retail Proposals

3.192 There are a number of retail commitments or other proposed developments in Fife that are expected to proceed as approved or via a revised or alternative scheme (see Tables 3.16 and 3.17). Taken together these schemes would make a significant addition to the retail provision in Fife. However, in showing the retail capacity, only firm commitments are set against the requirements (differentiated by Yes/No in the final column of Tables 3.16 and 3.17)

3.193 In Glenrothes, the centre owners have obtained approval for an 8,000 square metres foodstore (50/50 split between food and non-food) which will be developed as an extension to the Kingdom Centre. In Dunfermline, the Local Plan supports a new foodstore in the town centre and a planning brief has been approved for a foodstore on a gap site in Cowdenbeath town centre. A site for a foodstore in Methil is also identified through the Local Plan.

3.194 Most development proposals relate to non-food and these are split between town centre and out of centre locations. The largest town centre proposals relate to mixed use developments on prime sites in Dunfermline and Kirkcaldy. Permission has been granted for Phase 1 of the Co-op redevelopment and the site has been partially cleared. An application has also been submitted to extend the Kingsgate Centre and reconfigure the bus station. In Kirkcaldy there is an application to extend the Mercat onto the Esplanade but the Council Planning Brief identifies the redevelopment of another adjacent site.

3.195 The Council has approved an extension / reconfiguration to Fife Retail Park in Kirkcaldy to accommodate a DIY store. In Dunfermline, approval has been granted to redevelop and extend Halbeath Retail Park and this includes an enlarged DIY store. Approval has also been granted to increase the floorspace at Saltire Retail Park in Glenrothes.

Table 3.16: Retail Commitments & Other Proposals – Food

Local Plan / Town	Location	Proposals	Status	Gross F'space	Com
West Fife					
Dunfermline	Town Centre	Foodstore	LP	4,000	N
Rosyth	Europarc	Foodstore	PP	1,700	Y
Mid Fife					
Glenrothes	Town Centre	Foodstore (50%)	PP	4,000	Y
Methil	Sea Road	Foodstore	LP	2,500	N
Cowdenbeath	Town Centre	Foodstore *	Brief	1,300	N
East Fife					
Cupar	Station Road	Lidl (R)	PP	1,765	Y
Cupar	South Road	Tesco (R) 20% non food	S75	4,294	Y
Other Appl.					
Dunfermline	Bruce Street	Food / Non Food	PA	8,585	N
Dalgety Bay	Donibristle IE	Foodstore	Appeal	3,437	N
Kirkcaldy	Nairn Street	Foodstore	PA	7,900	N
Cowdenbeath *	Town Centre	Foodstore	PA -1 PA -2	1,450 3,250	N
Cupar	South Road	Aldi	PA	1,304	N

Two Planning applications for foodstores has been submitted relating to the site covered by the planning brief.
(R) – Replacement store

Table 3.17: Retail Commitments & Other Proposals - Non Food

Local Plan / Town	Location	Commitments / Proposals	Status	Gross F'space	Com
West Fife					
Dunfermline	Co-op Site, Town Centre	Mixed Use Phase 1	PA PP	14,754 9,754	 Y
Dunfermline	Halbeath RP	Redev / Ext	PP	10,900*	Y
Mid Fife					
Kirkcaldy	Mercat, Town Centre	Mixed Use	LP	15,000	N
Kirkcaldy	Fife RP	Redev / Ext	PP	9,290	Y
Glenrothes	Town Centre	Superstore (non food 50%)	PP	4,000	Y
Glenrothes	Town Centre	Non Food	PP	1,553	Y
Glenrothes	Morrisons, Town Centre	Ext – Non food	PP	2,460	Y
Glenrothes	Saltire RP	Reconfigure / Extend	PP	3,085	Y
Methil	Sea Road	Development Opp.	LP	5,000	N
Other Appl.					
Dunfermline	Kingsgate	Ext - Non Food	PA	15,000	N
Kirkcaldy	Mercat Extension	Retail / Mixed Use	PA	22,000**	N

*Only Additional Floorspace shown.
**Indicative figures
Source: Fife Council 2005

Retail Expenditure and Growth Potential

3.196 The need for additional retail floorspace can arise either where people have more money to spend on goods or where the population using the existing shops is growing. In helping assess growth potential, the Council commissioned a Retail Capacity Study in 2002, and this has been updated in 2005/06 to provide the basis for much of the underlying information. Table 3.18 shows the population projections / assumptions that were used in defining the three catchment areas that cover Fife.

3.197 The sub Fife breakdown relates to the retail catchments of Dunfermline, Kirkcaldy and St Andrews rather than the new local plan boundaries. However, the Local Plan division has been used to separate the Kirkcaldy and St Andrews catchments. Cowdenbeath relates to the Dunfermline catchment.

Table 3.18: Fife Population Projections 2006 – 2016

Retail Catchment	2006	2011	2016
Dunfermline	133,672	135,337	137,002
Kirkcaldy	152,967	154,947	156,927
St Andrews	70,361	71,217	72,072
Fife	357,000	361,500	366,000

Source: GRO(S) 2002 Based Population Projections as amended by Fife Council 2004

3.198 The Government monitors trends in retail expenditure and these trends have been projected forward. Projected growth levels in food expenditure are much lower than growth in non-food expenditure. Whereas there is a steady 4.2% projected annual growth in non-food shopping, expenditure on food is expected to be flat, increasing by less than 1% every five years. Over the 10-year period 2006-2016, expenditure on food is due to increase by less than 2% compared to the 45% increase in non-food expenditure. However, earlier capacity studies were based on minimal growth in non-food expenditure so the new estimates do allow for an element of growth.

3.199 Food expenditure in Fife is projected to be £624 million per annum, increasing by £80 million per annum by 2016 to slightly below £700 million (2003 prices). This compares with marked growth in the non-food sector up from over £1,000 million per annum in 2006 to over £1,500 million per annum in 2016 (see Table 3.19). This level of growth would support a significant increase in floorspace provision in Fife, although other factors would come into play such as leakage and the quality of shops. The figures have already been adjusted to take account of spending on special forms of retailing as such mail order / catalogue and internet shopping.

Table 3.19: Projected Expenditure Potential in Non-Food Shopping

Retail Catchment	Expenditure Potential (Figures In £ Million)*		
	2006	**2011**	**2016**
Dunfermline	389	471	578
Kirkcaldy	419	507	622
St Andrews	208	252	309
Fife	**1,016**	**1,230**	**1,509**

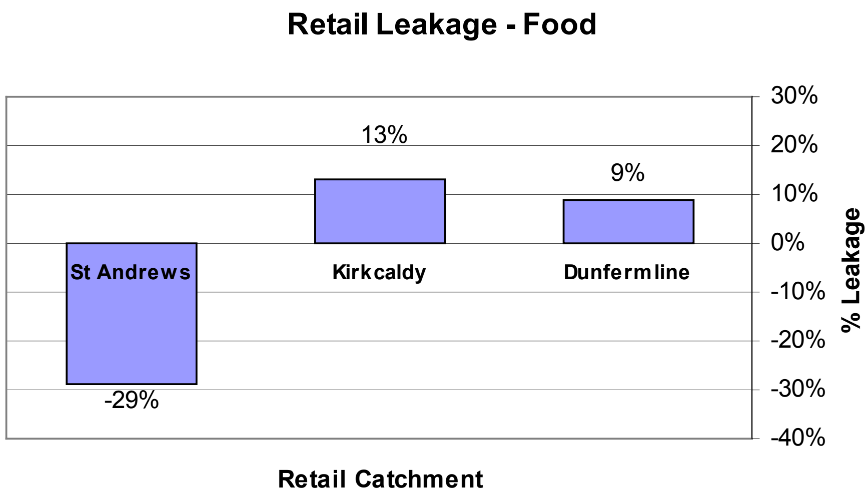
Source: Fife Council Retail Capacity Study, 2006
* Figures rounded to nearest million

Leakage

3.200 Fife is surrounded by higher order shopping centres that take spending out of the area, and a key aim of the Plan is reduce this. The opposite of leakage is trade draw, where spending comes into an area. Within Fife, the Kirkcaldy catchment attracts trade from the St Andrews Area and, to a lesser extent, from the Dunfermline Area.

3.201 Perception Survey data revealed the shopping patterns of Fife's residents and these results were used to estimate leakage and trade draw. A retail survey was undertaken in 1999 and in 2005 CACI was commissioned to look at non-food shopping in Fife and the impact of competing centres. Figure 3.17 shows the leakage assumptions used in the 2006 Retail Capacity Study for food shopping.

Figure 3.17: Leakage and Trade Draw for Food Shopping

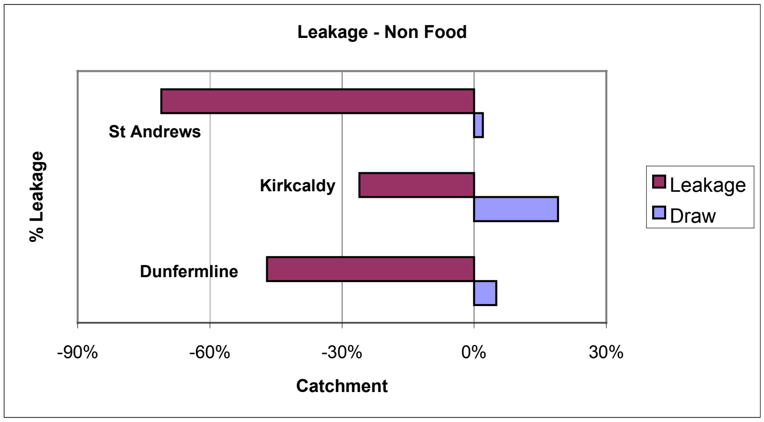


Source: Fife Council Retail Capacity, 2006

3.202 Leakage is less prevalent in food shopping where local accessibility is an important factor. The Kirkcaldy catchment pulls in spending from both the St Andrews and Dunfermline Areas so there is a net trade inflow of 15%. The St Andrews catchment loses trade to superstores in Mid Fife, Dundee and Perth. The Dunfermline Area is largely self sufficient, but there is some net leakage (9%) to the Kirkcaldy Area and to stores outside Fife. Over the Plan period, this level of leakage and trade draw is assumed to remain constant.

3.203 Leakage of non-food shopping can have a significant impact on the trading performance of town centres. The most noticeable feature is the high leakage from all three catchments, ranging from 26% to 71% although this is in part offset by trade draw, particularly in the Kirkcaldy catchment which has an estimated trade draw of close to 20% (predominantly derived from elsewhere in Fife).

Figure 3.18: Leakage and Trade Draw for Non Food Shopping



Sources: Fife Retail Capacity Study 2006

3.204 Given the geography of Fife and the location and size of major towns outside Fife, leakage is by and large one way, although St Andrews does generate tourism spend. Increasing trade draw beyond Fife means breaking into catchments covered by Perth, Falkirk or Stirling.

3.205 Of the main town centres, Kirkcaldy has best resisted retail leakage because:

- it is the strongest centre in Fife in terms of retail floorspace;
- it is sufficiently distant from Dundee and Edinburgh, Perth and Stirling to be able to define its own distinct catchment; and
- the town sits at the centre of the main population centre in Fife – Levenmouth, Glenrothes and Dunfermline as well as Kirkcaldy

3.206 However at the same time as Fife is seeking to retain more of its retail spending, centres surrounding Fife are aiming to draw custom from Fife. The implications are that non-food retail expenditure will continue to flow from Fife but at an even greater rate, unless redevelopment and retail investment can be channelled into Fife's town centres.

3.207 Apart from town centre competition, retail warehouse development in and around Edinburgh, Dundee and other towns has an impact on Fife. To retain spending on this type of retailing will require provision to be made over the plan period. Permissions have been granted to allow a large-format DIY warehouse at Fife Retail Park and at Halbeath Retail Park.

Retail Floorspace Capacity in Fife

3.208 The Retail Capacity Study has made an assessment of floorspace capacity in Fife up to 2016 for food and non-food shopping. For non-food shopping a distinction has been made between the categories of clothing and footwear, bulky goods and DIY / hardware.

Floorspace Growth Potential (Food)

3.209 Table 3.20 shows there is scope for additional food shopping in Fife based solely on new spending capacity, and excluding current commitments. There is potential capacity for another foodstore in the Dunfermline and Kirkcaldy catchment by 2011. Capacity in East Fife beyond commitments would require any major new foodstore to reclaim leakage to the order of 50%. On average there is less scope in the 2006-11 period for additional food shopping.

Table 3.20: Floorspace Growth Potential up to 2016 (Food)

Catchment Area	2006-2011		2011-2016	
	Min Potential (No Clawback) Sq Metres	**Max Potential** (50% Clawback) Sq Metres	**Min Potential** (No Clawback) Sq Metres	**Max Potential** (50% Clawback) Sq Metres
Dunfermline	5,900	8,000	2,300	4,400
Kirkcaldy	5,000	5,000	3,200	3,200
St Andrews	100	3,600	1,000	4,700
Fife	11,000	16,600	6,500	12,30

Source: Retail Capacity Study 2006.
Potential expressed as Gross square metres.
Assumes completion of existing commitments by 2011.

3.210 New floorspace may be still be justified however on the basis of improving the quality of supply, bringing extra vitality to a centre, reducing travel time, addressing a local shortfall or stemming leakage by increasing the amount that is spent locally.

3.211 Market demand for new foodstores is partly being driven by the main operators trying to increase market share, squeeze competitors, and by increasing the proportion of floorspace given over to non-food. Applicants for foodstores may now be seeking a 50/50 split between food and non-food so the non-food element and the knock on implications are becoming a much more significant factor.

Floorspace Growth Potential (Non-Food)

3.212 An annual growth in non-food expenditure of around 4% per annum results in a large potential requirement for new floorspace (see Table 3.21). The floorspace is categorised by minimum floorspace capacity and maximum floorspace capacity. The Minimum potential is based on a continuation of current levels of leakage. The Maximum potential column shows the levels of growth in floorspace if leakage was clawed back by 50%. This excludes current commitments. The retained figures still provide for very high levels of growth in the Kirkcaldy catchment.

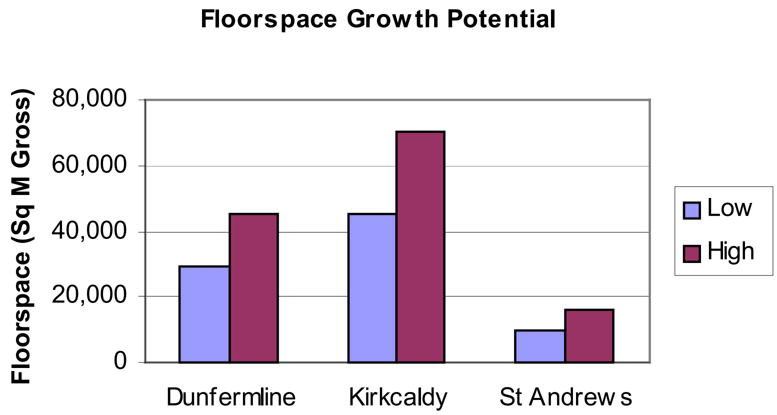
Table 3.21: Floorspace Growth Potential (Non Food)

Catchment Area	2006-2011		2011-2016	
	Min Potential (No Clawback) square metres (net)	**Max Potential** (50% Clawback) square metres (net)	**Min Potential** (No Clawback) square metres (net)	**Max Potential** (50% Clawback) square metres (net)
Dunfermline	600	13,000	22,400	50,800
Kirkcaldy	17,000	22,900	40,100	53,500
St Andrews	5,400	28,200	7,000	35,100
Fife	**23,000**	**64,100**	**69,500**	**139,400**

Source: Retail Capacity Study 2006
Figures are based on gross floorspace equivalent after deducting planning commitments.

3.213 Figure 3.19 shows the potential additional growth by gross floorspace to 2016 assuming no clawback and 50% clawback. Growth potential is highest in the Kirkcaldy catchment area because it has the largest population and the highest levels of retained expenditure. Achieving the growth potential through balanced development, with an emphasis on town centre revitalisation will require substantial new investment, well in excess of the scale of developments over the last decade. As a comparison, the development schemes proposed for Dunfermline and Kirkcaldy are each in the order of 20,000 – 25,000 square metres (gross).

Figure 3.19: Floorspace Growth Potential 2006 – 2016 (High and Low)



3.214 The Retail Capacity Study split the non-food requirement into three categories:

- clothing and personal;
- DIY / Hardware; and
- other bulky goods.

3.215 Clothing and personal relates to items normally sold in High Street locations. Bulky goods include products frequently found on retail parks but many products such as furniture, carpets and electrical goods are sold from town centre locations. DIY / Hardware takes in a narrow band of retailing that includes operators that are commonly found on retail parks.

3.216 The retained expenditure in the Kirkcaldy catchment for town centre shopping (clothing, footwear and other personal goods) is over 100%, arising from inward expenditure from other parts of Fife. In contrast, in the Dunfermline catchment there is greater trade diversion which means that substantial spending on clothing and personal goods is leaking from the area. Improving the quality and range of shopping in Dunfermline town centre would be the most effective way to help stem this level of loss.

3.217 In the St Andrews catchment, retail warehousing / DIY spending is leaking heavily from the area. Additional local provision in Cupar would help reduce the heavy trade loss to Dundee and to Mid Fife.

3.218 A balance needs to be struck between out of centre growth and town centre development. A greater increase in retail provision of bulky goods / DIY outlets, without a corresponding increase in town centre floorspace can leave town centres vulnerable. In assessing the retail needs, sequential testing will be adopted, which favours town centre and edge of centre locations for new developments to ensure the vitality and viability of town centres.

Development Strategy

3.219 The Strategy seeks to protect the vitality of Fife's main centres and reduce leakage to centres outwith Fife. Resources and action plans will be directed to improving the sub-regional and district centres but private sector proposals in other centres in Fife will generally be supported.

3.220 St Andrews and Dunfermline will be promoted as visitor destinations in keeping with their rich cultural heritage. In St Andrews, the focus will be upon extending facilities, improving quality in the townscape and developing the university. In Dunfermline the aim will be to promote development in the centre to create a nucleus of good quality retailing and businesses that can withstand external pressure from surrounding centres. The boundary of the town centre will be extended as necessary to help facilitate development.

3.221 Kirkcaldy has potential to serve as a regional shopping centre and re-occupy the role it once held as it is sufficiently distant from other regional centres to withstand trade diversion. The focus on population growth in mid Fife will provide an economic lift and there is strong developer interest in expanding retail facilities.

3.222 Retail Park development will be accommodated through the reconfiguration / expansion of Halbeath Retail Park, Fife Retail Park and Saltire Retail Park. In Cupar a site will be identified for a small Retail Park, of approximately 6,500 sq metres, specialising in bulky goods, to serve East Fife.

3.223 The main objectives for the strategic centres are summarised below:

St Andrews - Main Objectives

- To further develop it as a high quality destination for leisure, culture and history;
- To retain its role as a high quality university town;
- Develop a broader range of facilities and activities;
- Enhance the townscape and provide a pedestrian friendly environment; and
- Encourage business innovation and business marketing.

Kirkcaldy - Main Objectives

- Reinvigorate commercial, leisure and business activity in Kirkcaldy;
- Give the town a clear identity and capitalise on its seafront location;
- Reverse population drift through new housing and job creation;
- Develop the Town Centre; and
- Increase business uses in and around the centre.

Dunfermline - Main Objectives

- To develop a brand name and make Dunfermline a 'must visit' destination;
- To manage growth while redeveloping the core of the town to attract visitors and retain local spending;
- To make the town less dependent on Edinburgh and other centres by improving town centre shopping facilities; and
- To attract business and office developments in and around the town centre.

POLICY JUSTIFICATION

Policy S1: Town Centres

3.224 Policy S1 directs a diverse range of land uses, including retail and leisure development towards the sub-regional town centres of Dunfermline and Kirkcaldy and the district town centres of Glenrothes, Cupar, St Andrews, Cowdenbeath and Leven. It is recognised however, that Fife's district centres vary considerably in nature and size with Glenrothes being the largest. Smaller scale proposals and re-development will be encouraged in other settlements, which serve more localised catchments to help consolidate their positions in the town centre hierarchy. Other uses, including for example housing, will be encouraged within town centres, to help make them more visually attractive and help them function outside the main shopping hours.

3.225 Active promotion of Fife's main shopping centres is essential to improve the performance of the economy and attract fresh investment. To ensure that centres continue to lie at the heart of communities, they must remain the focus for retail investment and associated leisure activities. Dunfermline, Kirkcaldy and Glenrothes are the three largest shopping centres in Fife, and if the growth in leakage to centres outside Fife is to be clawed back, then these centres need to increase the amount of available floorspace allied to qualitative improvements in the wider shopping provision. Cupar lies in the middle of East Fife and serves as an important market town for a wide rural hinterland. This role must be protected and enhanced.

Policy S2: Retail Development

3.226 Proposals for new retail development or redevelopment will be assessed against a number of criteria, which are set out in the policy. These include the sequential test, accessibility and impact on existing town centres. Major retail development will be encouraged to locate in Dunfermline and Kirkcaldy and to a lesser extent in Glenrothes and Cupar.

Policy S3: New Shopping Floorspace

3.227 This policy emphasises that new retail floorspace that comes forward will be expected to meet the sequential test, thereby assisting in consolidating the position of Fife's Towns Centres within the retail hierarchy, or indeed the role of Fife's Retail Parks. Proposals will be assessed against Town Centre action plans and/or regeneration strategies, as well as up to date retail proposals either having a planning status or under construction.

Proposal PS1: Retail Expansion

3.228 This proposal identifies the need for an additional retail park in Cupar, specialising in bulky goods. It will help to stem leakage from the town. It also emphasises the need to expand the retailing provision in Kirkcaldy town centre and the long term expansion of Chapel Retail Park in the interests of regeneration.

HOUSING

3.229 New housing requires more land than other categories of built development. It impacts on the appearance of towns, villages and the countryside and generates additional traffic. In terms of sustainability, new housing fulfils the basic need for shelter, but consumes large amounts of land and materials in construction.

3.230 The requirement for new houses primarily arises from growth in the number of households driven by a gradual, long term, reduction in the average household size. This is in part a consequence of more people living in single households, by families having fewer children, and by people living longer. Another influencing factor is population change. Where the population is expected to increase, either through inward migration or natural growth, then demand for housing will rise.

3.231 The main role of the Structure Plan is to set out how much land is needed for new housing, taking all factors into account and to indicate broadly where it should be located. The Structure Plan does this through the Housing Land Requirement which sets the overall provision and the number of houses to be identified in Local Plans. The difference between current supply, which is expected to contribute to the Structure Plan Requirement and the overall requirement is termed the shortfall. This shortfall will be met by new sites or by assumed completions from sources such as windfalls and small sites.

3.232 This Chapter provides background information to support the policies and assumptions in the Structure Plan housing section. It also explains the methodology used to calculate the Housing Land Requirement.

POLICY FRAMEWORK

3.233 A number of key documents help shape housing policies. These are summarised below:

Government Guidance

3.234 Updated Scottish Executive guidance on housing was published in 2003 in the form of SPP3: Planning for Housing and PAN38: Housing Land. The key points to note are:

- The need for the Structure Plan to identify an overall housing land requirement for a minimum period of 12 years, and where there is a shortfall, identify how much additional land is required for the first 12 years and where this will be provided;
- The need for the Structure Plan to provide a broad indication of the scale of the housing land requirement and the location of housing development beyond year 12 and preferably up to year 20;
- The need for long-term settlement strategies;
- Promoting the reuse of land in a “sequential” approach to allocating housing land, preferring brownfield land over greenfield sites, and where this is not possible, promoting extensions to existing settlements;
- The need to promote more diverse, attractive mixed residential communities both in terms of tenure and land use;
- Development Plans should address the need for affordable housing, where this is identified in the LHS; and
- The need to guide development to accessible locations in order to reduce travel demand.

A Stronger Future for Fife – Fife’s Community Plan

3.235 One of the Community Plan’s priorities is to ensure that everyone in Fife has an affordable, warm and well maintained home. It also highlights the need to address important existing and future demographic trends such as population loss in Mid Fife and an expected increase in the elderly population.

3.236 Regeneration is a key theme which runs through the Community Plan. It supports a range of actions to improve both the quality and the quantity of housing in Fife and promotes the re-use of brownfield sites within existing settlements. In particular, it emphasises the importance of addressing shortages of affordable housing.

Local Housing Strategy

3.237 The Housing (Scotland) Act 2001 requires local authorities to lead with the development and implementation of a Local Housing Strategy (LHS) in broad partnership with key stakeholders and communities. The role of an LHS is to provide a framework for all housing activity over a five year period based on an assessment of local housing needs, demands and conditions, and a shared understanding of the issues and priorities for the areas in question.

3.238 The LHS for Fife, which covers the period 2003-08, was officially adopted by Fife Council in 2004. The Scottish Executive subsequently formally assessed the LHS as being of an overall "good" standard, with many aspects being considered "very good".

3.239 The stated aim of the LHS is to ensure that everyone in Fife has access to an affordable, warm, secure and well maintained home appropriate to their needs. One of the priorities of the LHS is the development of an affordable housing policy. The Fife Housing Systems Analysis 2002, a technical supporting document, presented a detailed picture of housing in Fife. In particular, it identified a number of areas of housing needs and severe shortfalls of affordable housing in, for example, East Fife.

3.240 The LHS recognises that the private sector can make a positive contribution to assist with the delivery of new affordable housing in areas of high housing pressure. Through the Fife Housing Partnership, Fife Council proposed the following overall approach involving:

- A requirement for 30% of all housing on sites over 10 units to be affordable; and
- A commuted sum per unit to be required from sites of under 10 units.

Structure Plan Objective

3.241 One of the Structure Plan's key objectives is to grow Fife's population from an estimated 357,000 in 2006 to 375,000 by 2026. Within Fife, the strategy will seek population increases in both West and East Fife but the main focus for growth will be Mid Fife to offset a slight decline in population. The aim will be to restore market confidence in the area; to rejuvenate the area's town and villages, to improve prosperity and to help redress the demographic imbalance of an ageing population by attracting a younger migrant workforce.

Housing Land Strategy

3.242 Scotland's cities are becoming the main drivers and focus for economic growth. Increasingly they both serve and depend on surrounding populations as commuting patterns extend outward. South Fife and parts of Mid Fife are becoming more closely tied to the Edinburgh economy and this trend is expected to become more pronounced over time. In north Fife the Tay Bridgehead area is closely allied to the Dundee city region but the north Fife settlements are more modest in scale than those in south Fife, and so the impact, in a Fife context, is less.

3.243 The Structure Plan takes account of this mobile demand for housing and aims to direct a greater proportion of inward migration into Mid Fife to facilitate regeneration.

3.244 The main housing land strategy objectives are to:

- Make provision for population growth throughout Fife by accommodating greater levels of inward migration;
- Primary focus for new build and housing regeneration in Mid Fife;
- Provide for both local needs and inward migration in West Fife;
- Support modest population growth in East Fife, and resist over-development;
- Help address the critical shortage of affordable housing;
- Promote brownfield land release;
- Focus large scale greenfield land release in seven Strategic Development Areas in Kirkcaldy (2), Levenmouth (1), Lochgelly (1), Cupar (1),St. Andrews (1) and Dunfermline (1);
- Provide for special needs housing; and
- Encourage high quality, mixed tenure, and socially diverse residential development built to various densities.

BASELINE INFORMATION AND ISSUES
Introduction

3.245 This section contains information to support the Structure Plan housing policies. It considers Housing Market Areas, sets out the methodology for calculating the Housing Land Requirement, and explains the background to the affordable housing policy.

Housing Market Areas

3.246 Housing Market Areas (HMAs) are the geographical units that are used for calculating the housing land requirement. An HMA is an area where housing demand is deemed to be relatively self-contained. SPP 3: Planning for Housing requires that the housing land requirement for each HMA should be met in full and within the context of a sustainable settlement strategy.

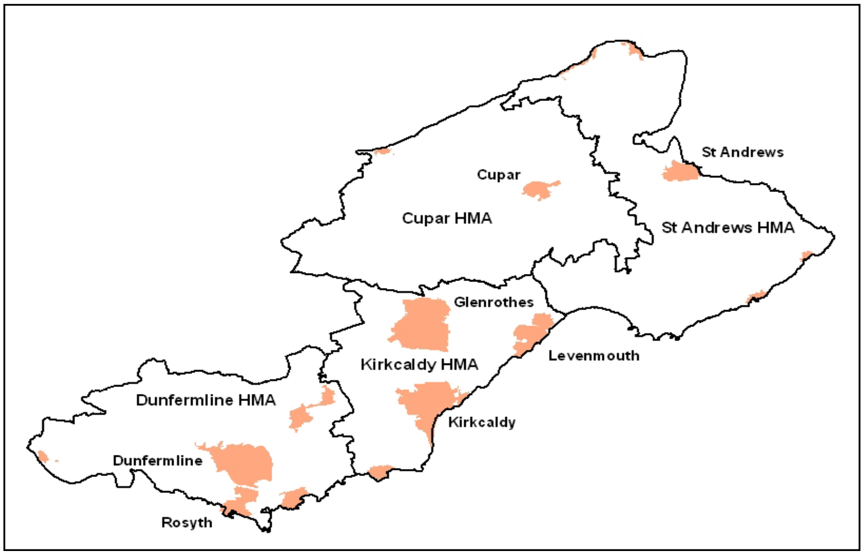
3.247 Communities Scotland has published guidance on a methodology for assessing HMAs in Scotland. The guidance sets out a process for defining and updating boundaries. Fife Council has applied this guidance in revising the HMAs as part of a wider review of local plan boundaries in Fife.

3.248 Previously, Fife was split into ten HMAs, which were co-terminous with the ten local plans that covered Fife. In tandem with cutting the number of local plans in Fife to three, the HMAs were re-assessed and have been reduced to four. The Council has approved a separate report on “Housing Market Areas in Fife” (published 2005) and consultation on the Draft Report was undertaken as part of the wider consultation on the Consultative Draft Structure Plan.

3.249 The new HMAs were defined by identifying key settlements in Fife and their surrounding spheres of influence. Six key centres were identified: Dunfermline, Kirkcaldy, Glenrothes, Leven, St Andrews and Cupar. Spheres of influence were based on at least 5% of house buyers in a particular settlement having moved from a key centre.

3.250 On the basis that all three Central Fife HMAs overlapped to some extent, shared many of the same problems and were geographically adjacent to one another, it was decided to treat them as a single HMA. This has resulted in Fife being divided into four HMAs as shown in Figure 3.20.

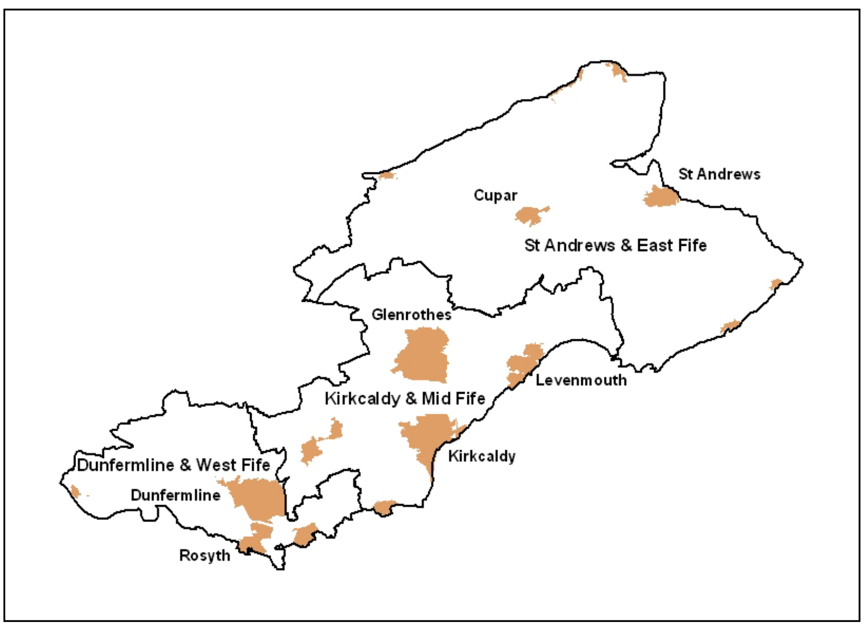
Figure 3.20 Housing Market Areas in Fife



Source: Fife Council, 2005

3.251 The new HMAs do not fully nest within the local plan boundaries. The Cowdenbeath area sits within Kirkcaldy and Mid Fife Local Plan, but relates to Dunfermline HMA. There is also a divergence of boundaries between the HMAs and local plans that cover East and Mid Fife. Falkland and Freuchie sit within the Cupar HMA but lie within the Kirkcaldy and Mid Fife Local Plan. A similar situation arises in Lower Largo and Lundin Links, although these settlements come under the St Andrews HMA. Figure 3.21 shows the local plans boundaries to allow comparison with the HMAs.

Figure 3.21 Local Plan Areas in Fife



Source: Fife Council, 2005

3.252 For statistical reasons only, when establishing the housing requirement by HMA, the Dunfermline HMA is split in two, based on the local plan division. This allows the housing requirement to be calculated by both HMA and by Local Plan. Between East and Mid Fife, the difference is only some 6,000 population. For most purposes the two HMAs in East Fife are aggregated to provide the St Andrews and East Fife housing requirement. A minor adjustment of 400 houses is made (added to the Kirkcaldy and Mid Fife Local Plan Area) to account for the population variation.

3.253 The Structure Plan Housing Requirement is set by HMA, but to produce the local plan and to allow monitoring, data will need to be available for both local plan areas and HMAs.

3.254 In terms of population and number of households there are wide variations between HMAs. The two more rural HMAs of Cupar and St Andrews both have populations of less than 50,000. In contrast the population of the Kirkcaldy and Dunfermline HMAs both exceed 145,000.This pattern is replicated for households (see Table 3.22).

Table 3.22: Housing Market Areas - Population and Households

HMA	Local Plan Area	Estimated Pop 2006	% Pop	Estimated No of Households 2006
Dunfermline 1	West Fife	101,100	28.3	45,000
Dunfermline 2	Mid Fife	32,600	9.1	14,500
Kirkcaldy	Mid Fife	146,300	41.0	65,100
Cupar	East*	27,700	7.8	12,400
St Andrews	East	49,300	13.8	22,000
Total		357,000	100	159,000

* Part falls inside Kirkcaldy & Mid Fife Local Plan
Source: GRO Population & Household Projections, Fife Council 2005

In respect of the three local plan areas Table 3.23 shows the estimated number of households at 2006.

Table 3.23: Number of Households by Local Plan Area

Local Plan Area	No of households (2006)	% of Households
Dunfermline & West Fife	45,000	28
Kirkcaldy & MF	82,700	52
St Andrews & EF	31,300	20
Fife	159,000	100

Source: Scottish Executive Household Projections as amended by Fife Council, 2005

3.255 Research undertaken by Communities Scotland concluded that city regions can have overarching HMAs that cut across Local Authority boundaries. In particular, the existence of a wider Edinburgh HMA, which extends into south and Mid Fife, was identified. Likewise, a wider Dundee HMA was also identified which extended into north Fife around the Tay Bridgehead area. The report on Housing Market Areas in Fife contains supporting evidence of a wider city region HMA that overlies local HMAs. The Council will continue to monitor migration patterns to assess how far the city region influence is extending and becoming stronger in Fife.

CALCULATING THE HOUSING LAND REQUIREMENT

3.256 There are six components that contribute to the housing land requirement. These are:

Additional housing need;
Demolitions;
Vacancy rates;
Second and holiday homes;
Additional demand allowance, also known as flexibility; and
Population growth

3.257 However, of these, it is considered that there is no significant influence in terms of effect of second and holiday homes. The main element of the housing land requirement is housing need and more specifically the falling average household size and population change including migration. The existing land supply identified via local plans (allocations) or by planning permission is offset against the requirement.

3.258 It is important to bear in mind however, that the housing land requirement is not the same as the need for new housing land. The existing land supply identified via local plans (allocations) or by planning permission must be offset against the requirement. The shortfall in the supply is the amount of additional land that needs to be found.

Additional Housing Need

3.259 The assessment of housing need for each HMA is set out in Table 3.24. This shows the assumptions made by the Council for each HMA and these form the baseline figures for setting the housing land requirement. Further explanation of the table is given in the following paragraphs.

Table 3.24: Housing Need 2006-2026

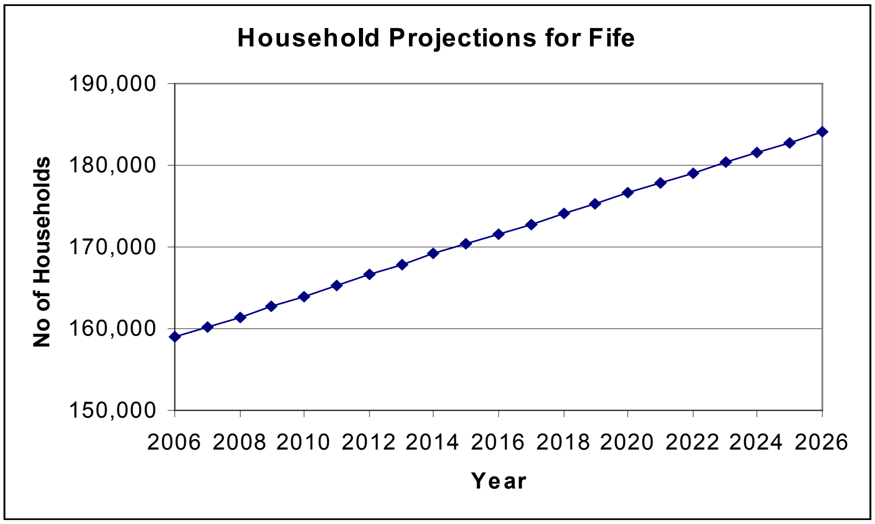
HMA	Local Housing Need	Demolitions	Vac's (3%)	Total Housing Need	Flexibility Allowance	Housing Requirement
Dunfermline 1	7,080	260	212	7,552	755	8,308
Dunfermline 2	2,277	100	68	2,445	244	2,689
Kirkcaldy	10,257	400	308	10,965	1,096	12,061
Cupar	1,951	20	59	2,030	203	2,233
St Andrews	3,452	20	104	3,576	358	3,934
Total	**25,017**	**800**	**751**	**26,568**	**2,657**	**29,225**

Source: Fife Council 2005

3.260 The main component of the Housing Requirement is Housing Need. This figure is derived from the 2002 based Household Projections for Fife. The Scottish Executive (in Planning Advice Note 38 on Housing Land) advises Councils to use these figures as a basis for setting their housing requirement. Where locally derived figures are used this must be clearly justified.

3.261 The projections indicate how many households are required to cater for its projected population (based on the 2002 Population Projections). This shows the number of households in Fife increasing by 25,000 over the twenty-year period (see Figure 3.22).

Figure 3.22: Household Projections for Fife 2006-2026



Source: Scottish Executive 2002 Based Household Projections / Fife Council
Note: Figures extrapolated forward by Fife Council. Base figure amended to match population estimates

3.262 The 2004 based Household Projections are due to be published in May 2006 by the General Register Office (GRO), which has taken over this function from the Scottish Executive. These projections will take account of the 2004 based population projections and consequently the housing need figure is expected to increase in line with the new migration assumption of 1,500 per annum (compared to 800 per annum in the 2002 based Projections). Once the figures are released, consideration will be given as to whether a modification should be made to the Structure Plan.

3.263 The Household Projections have three critical components. These are: the number of households in the base year; population change; and the average household size.

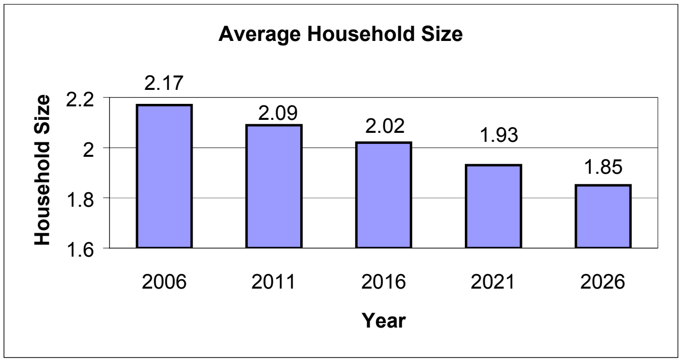
- Households: projections are produced at local authority level only. The breakdown by Housing Market Areas is based on the percentage split in the population. The base household figure used in the Finalised Structure Plan is 159,000 households in 2006 rising to 184,000 by 2026.

- Population Change: The 2002 based population projections showed Fife experiencing low levels of growth. The components of change are natural change (difference between deaths and births) and the net migration. The projections showed a natural net decrease of some 400 per annum (increasing to 500 per annum) in the Fife population largely due to a projected drop in the birth rate. Offsetting this natural decrease, the migration assumptions show a net inward migration of 800 per annum.

- Average household size: the reduction in average household size is the primary driver for additional housing need rather than population growth. The fall in the average household size is an ongoing national trend brought about by a number of factors such as:
  - the elderly living longer and tending to live in single or two person households;
  - families becoming smaller on average as they decide to have fewer children;
  - couples waiting longer on average before they start a family; and,
  - more people making lifestyle decisions to live on their own and /or not to have children.

3.264 By the midpoint of the Structure Plan period (2016) the average household size is projected to average two persons per household compared to an average of 2.17 in 2006. When this factor is applied to the total number of households, it requires a considerable new supply to compensate. Figure 3.23 depicts projected average household size.

Figure 3.23: Projected Average Household Size



Source: Scottish Executive 2002 Based-Household Projections / Fife Council

3.265 As an example at 2006, the number of households in Fife is approaching 160,000. With an average household size of 2.17 this gives a population of 347,000. By 2016, with an average household size of 2.02, the population becomes 323,000. This is a difference of 24,000 people over 10 years. New housing is required for this population. Of the 25,000 housing need figure, it is likely that over 20,000 is due to the falling household size as opposed to population growth.

Demolitions

3.266 Demolitions reduce the existing stock and so their loss needs to be compensated for by new housing. In the approved Structure Plan, replacement provision was set around 20 per annum. In the last few years the Council has set about demolishing or is proposing to demolish some of the hard to let stock so provision is now set at 40 per annum (equivalent to 800 houses over the plan period). The breakdown in provision is shown in Table 3.25 Most demolitions are expected to occur early in the plan period as part of the regeneration process. In the Cupar and St Andrews Housing Market Areas, minimal assumptions are made on demolitions.

Table 3.25: Estimated Demolitions

Housing Market Area	2006-2026
Dunfermline	360
Kirkcaldy	400
Cupar	20
St Andrews	20
Fife	**800**

Source: Fife Council

Vacancy Rates

3.267 At any one time, a proportion of dwellings will be vacant and therefore not helping to meet housing need or demand. This includes houses that are in the process of being sold and where the owner has move out; houses being modernised or where the Council or housing association is in the process of re-letting. The 2001 Census showed that 3% of the total stock in Fife was vacant (excluding second/holiday homes). In setting the housing land requirement therefore, 3% is added to the requirement to compensate for potential vacancies. This equates to over 700 houses Fife-wide

Second and Holiday Homes

3.268 Second and holiday homes comprise less than 1% of the Fife housing stock They are not distributed evenly however, with the majority being in the St Andrews HMA. There is no evidence however to suggest that there will be a substantive change in the proportion of second and holiday homes over the plan period. So although in theory they comprise part of the housing land requirement, no specific provision has been made in the calculation.

Additional Demand Allowance (Flexibility)

3.269 Not every housing site will be developed, and the phasing of sites will affect their output and contribution. Some sites will remain ineffective pending servicing or until agreement is reached on provision of planning gain. In other locations poor marketability, ownership problems or unstable ground conditions could delay or prevent development. As well as the overall supply, housing sites need to cater for different market segments.

3.270 To provide variety and choice of sites and to help ensure that an effective supply can be maintained, an element of flexibility is normally added to the supply. Planning Advice Note 38 on Housing Land recommends that Councils should build an element of flexibility into their calculations.

3.271 As a percentage of the overall housing requirement, an additional 8% has been added for flexibility, thereby increasing the requirement for Fife by some 2,500 houses. This is consistent with previous Fife Structure Plans and with the flexibility provision made in the Lothian Structure Plan.

Population Growth - Housing Requirement

3.272 Housing need accounts for the bulk of the requirement but the Structure Plan is promoting growth beyond the 2002 Based Population Projections, to start taking account of the 2004 population projections.

3.273 A 5% population increase equates to a 12,000 population over and above that projected by the GRO in the 2002 based projections. A straightforward method has been used to allocate the housing land requirement to match the 5% population increase. With the average household size falling to 2.0 people by 2016, it is estimated that the 12,000 population will need 6,000 new houses. Plan policy is to locate additional growth primarily in Mid Fife and this reflects in the distribution of the extra housing.

3.274 The proposed 5% level of population growth between 2006 and 2026 is now modest in comparison to 2004 based population projections for Fife, which show growth of 9.1% over the next twenty years. This is based on population growth in Fife during the last five years of over 2%. Table 3.26 shows the effect, in population terms, of the housing land requirement.

Table 3.26: Population Growth Housing Provision

HMA	Popn. 2006	% POPn.	SP R'ment	% R'ment	Population growth		Popn. 2026
					Total	Annual	
Dunfermline	133,541	37	13,000	37	6,660	333	140,200
Kirkcaldy	146,494	41	15,050	42.5	7,650	383	154,140
Cupar	27,697	8	2,730	8	1,440	72	29,140
St. Andrews	49,268	14	4,420	12.5	2,250	113	51,520
Total	357,000	100	35,200	100	18,000	900	375,000

Housing Demand

3.275 PAN 38: "Housing Land" requires Structure Plans to have regard to demand factors as well as demographic needs. The main indicators of demand are past completion rates. Table 3.27 shows house completion rates in Fife by HMA (based on housing sites of five units and over).

Table 3.27: House Completions in Fife

Housing Market Area	00/01	01/02	02/03	03/04	04/05	Total
Dunfermline 1	663	712	771	703	716	3,565
Dunfermline 2	90	70	98	62	121	441
Kirkcaldy	449	382	450	588	602	2,471
Cupar	84	70	44	35	146	379
St Andrews	144	226	200	105	275	950
Fife	1,430	1,460	1,563	1,493	1,860	7,806

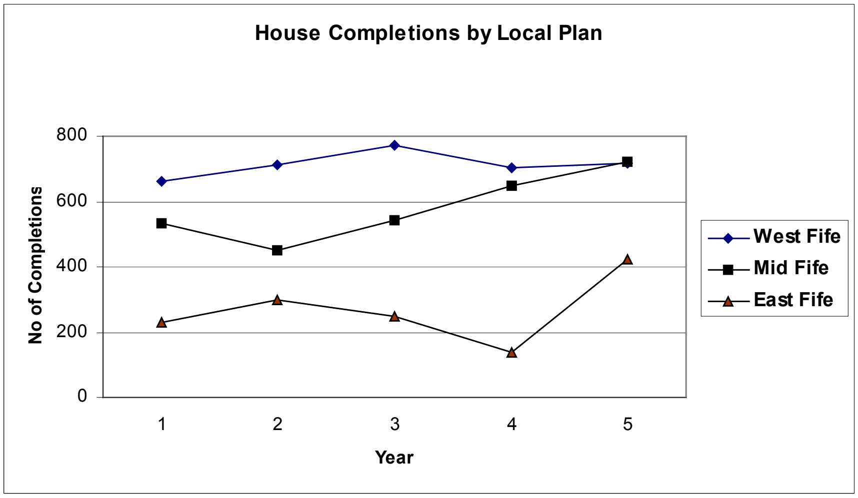
Source: Fife Housing Review 2001-2005

3.276 Over the last five years, house completions have surpassed 1,400 per annum and in 2004/05, house completions reached 1,860. Historically, these are high levels and reflect a booming market, available serviced sites, proximity to major employment centres and the general attractiveness of Fife to homebuyers for its quality of life. Around half of house completions currently occur in the Dunfermline HMA reflecting the fact that Dunfermline Eastern Expansion Area is the main focus of housebuilding in Fife. This situation is likely to prevail over the next five years as further sites in East Dunfermline are developed. By 2015, however, East Dunfermline should be substantially complete, with the level of completions tailing off and other strategic sites will have come on stream.

3.277 Cupar and St Andrews HMAs have recorded moderate levels of completions, due to the development of several housing sites in and around Cupar and St Andrews. The new St Andrews and East Fife Local Plan, which was published in draft in spring 2005, will provide new sites to make good the diminishing effective supply.

3.278 Figure 3.24 shows house completions over the last five years based on the new Local Plan areas. Completions in Mid Fife are steadily increasing and in 2004/05 they exceeded the number recorded in Dunfermline and West Fife. Completions in St Andrews and East Fife are more variable, but also increased in the last year.

Figure 3.24: House Completions by Local Plan Area



Source: Fife Council, 2005

3.279 A completion rate of 1,500 per annum would provide 30,000 houses over a 20 year period. This figure excludes completions from small housing sites (four houses or under) which are monitored separately. This compares with the housing land requirement of 35,200, which includes an 8% flexibility factor.

3.280 The housing requirement is therefore largely derived from the official 2002 based household projections. Most housing need arises from the projected fall in average household size rather than population growth. Housing need accounts for over 70% of the requirement. In setting the requirement a standard methodology has been followed.

3.281 Table 3.28 shows the housing requirement by local by HMA. The bulk of the requirement housing is directed towards Dunfermline HMA (13,000) and Kirkcaldy HMA (15,000). Table 3.29 shows the same figures but categorised by local plan area. Well over half the requirement (19,100) is targeted at Mid Fife.

Table 3.28: Housing Requirement by HMA

HMA	2006-11	2011-16	2016-21	2021-26	Totals
Dunfermline 1	2,325	2,825	2,075	2,075	9,300
Dunfermline 2	925	925	925	925	3,700
Kirkcaldy	4,500	3,500	3,500	3,500	15,000
Cupar	700	700	700	700	2,800
St Andrews	1,100	1,100	1,100	1,100	4,400
Fife	9,550	9,050	8,300	8,300	35,200

Source: Fife Council 2006

Table 3.29: Housing Requirement by Local Plan Area

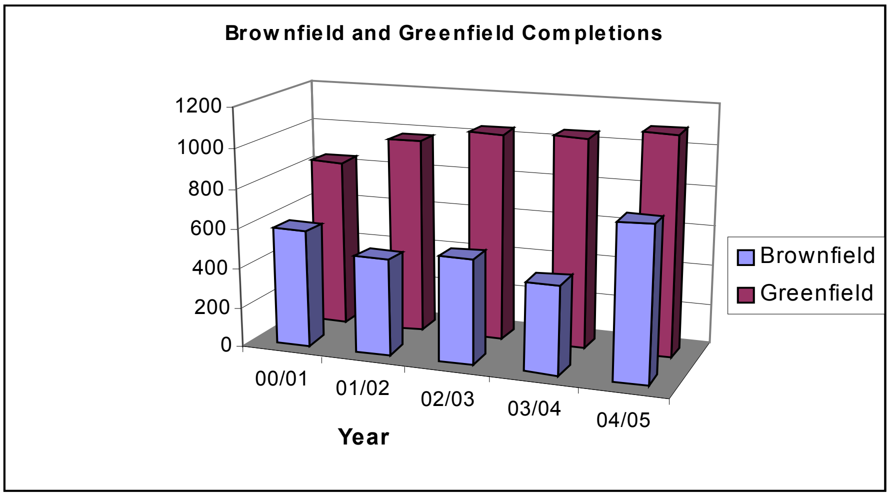
Local Plan	2006-11	2011-16	2016-21	2021-26	Totals
Dunfermline & WF	2,325	2,825	2,075	2,075	9,300
Kirkcaldy &MF	5,525	4,525	4,525	4,525	19,100
St Andrews & EF	1,700	1,700	1,700	1,700	6,800
Fife	9,550	9,050	8,300	8,300	35,200

Source: Fife Council 2006
*Note: There is difference of 400 between the totals of the HMAs and local plans. This takes account of the differences in geography and hence population and no of households.

Brownfield Development

3.282 The Council will seek redevelopment of urban infill sites in preference to greenfield land release. An annual Urban Capacity Study is undertaken, which identifies brownfield development opportunities. Figure 3.25 shows how successful the Council has been in bringing brownfield land back into use. Over the last five years brownfield land completions have comprised 36% of completions. Over the last five years on an annual basis the figure the percentage has varied from 30% to 40%. However to meet the housing requirement and to achieve large scale integrated development, greenfield land release will be required. All seven strategic housing sites will require the extension, to varying degrees, of settlement boundaries into greenfield sites.

Figure 3.25: Brownfield and Greenfield House Completions



Source: Fife Council, 2005

Housing Land Supply

3.283 Having set the requirement, of 35,200 units, the next stage is to assess the potential output from the existing housing supply. This allows the shortfall, or need for new housing land to be calculated. The various components of the supply are as follows:

Effective supply;
Urban capacity sites;
Windfall contribution; and
Small sites.

Contributing Supply

3.284 The contributing supply, is assessed and updated annually. It comprises the estimated output from sites programmed for development and which are free of constraints or are expected to be free of constraints. Many of the sites are owned by housebuilders and some are already under construction.

3.285 The 2005 Housing Review on which this calculation is based shows that there is an effective supply of 6,698 dwellings from 2006 onwards. The bulk of the effective supply lies within Mid Fife and around Dunfermline (especially East Dunfermline Expansion Area).

3.286 The Scottish Executive expects Councils to maintain an effective 5 years housing land supply in every Housing Market Area. At present the supply in St Andrews and East Fife is less than two years, as sites in Draft Local Plans do not count towards the effective land supply

3.287 Table 3.30 shows the contributing land supply, which accounts for just under half (48%) of the total supply.

Table 3.30: Contributing Land Supply

Housing Market Area	Local Plan	2006-11	2011-16	Total
Dunfermline 1	Dunfermline & WF	1,730	228	1,958
Dunfermline 2	Kirkcaldy & MF	1,246	65	1,311
Kirkcaldy	Kirkcaldy & MF	2,864	242	3,106
Cupar	St Andrews & EF	172	13	185
St Andrews	St Andrews & EF	90	48	138
Fife		**6,102**	**596**	**6,698**

Source: Fife Housing Review 2005

Urban Capacity Study

3.289 Fife Council undertakes an Urban Capacity Study which follows on from the Annual Housing Review. Housing sites that are constrained by ownership, access, site servicing, ground conditions or poor marketability are classed as being non-effective. Sometimes development phasing may be longer term but there is an expectation that at some point constrtaints will be removed allowing development to proceed. Non-effective sites that lie inside settlement boundaries are included in the Study.

3.290 In addition to non-effective housing sites identified through the Housing Review, other sites with housing potential are added to the Urban Capacity Study. This includes urban sites where permission has been sought but is not yet granted (but in principle is considered acceptable) or sites that are in employment related use, but where housing is deemed an alternative option. Some of the Urban Capacity Sites are confidential, for example if the site is still in operational use but with an expectation of closure, downsizing or relocation.

3.291 Given the longer time horizons and the status of sites included in the Urban Capacity Study, it is unlikely that they will all eventually be developed for housing. Therefore, only 70% of each site's capacity has been counted and set against the Housing Land Requirement. Table 3.31 shows the Urban Capacity supply, with the 30% reduction applied.

Table 3.31: Urban Capacity Supply

HMA	Local Plan	2006-11	2011-16	Post 2016	Total
Dunfermline 1	Dunfermline & WF	650	427	0	1,077
Dunfermline 2	Kirkcaldy & MF	36	0	0	36
Kirkcaldy	Kirkcaldy & MF	536	890	305	1,731
Cupar	St Andrews & EF	122	27	23	172
St Andrews	St Andrews & EF	48	65	4	117
Fife		92	1,409	332	3,133

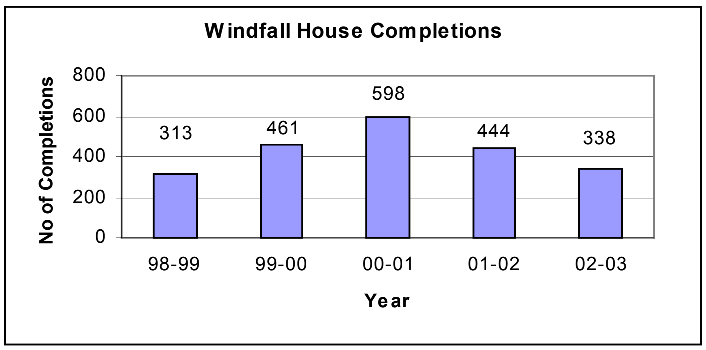
*Only 70% of the Urban Capacity Supply has been counted

3.292 Urban Capacity sites in the Dunfermline and West Fife Local Plan Area add over 1,100 dwellings to the supply. In the Kirkcaldy and Mid Fife Local Plan Area this figure increases to over 1,700 units. However, in the St Andrews and East Fife Local Plan area the urban capacity figure is modest and makes a contribution of just under 300 units.

Windfall Contribution

3.293 Windfall sites are those not specifically allocated for development in a local plan but for which planning permission for development is granted. They have historically made a significant contribution to the housing land supply and an estimated output has been calculated for each HMA, which will be offset against the Housing Land Requirement. Between 1998 and 2003 there was an average of over 430 windfall completions per annum (Figure 3.26), but the figure was prone to fluctuation and the current trend is downwards possibly reflecting improved local plan coverage.

Figure 3.26: Windfall Completions in Fife



Source: Fife Council 2005

3.294 To some extent, the Urban Capacity Study may also include some sites previously treated as windfalls. For this reason, the overall windfall contribution over the Structure Plan period has been set conservatively at 160 units per annum (Table 3.32). This amounts to 3,200 dwellings over the plan period.

Table 3.32: Windfall Contribution

HMA	No Per Annum	Per 5 year Period	Over 20 Years
Dunfermline	60	300	1,200
Kirkcaldy	70	350	1,400
Cupar	10	50	200
St Andrews	20	100	400
Fife	**160**	**800**	**3,200**

Source: Fife Council 2005

Small Sites

3.295 Small sites (four houses and under) have traditionally made a substantial contribution to the housing land supply in East Fife largely due to its rural nature. In West and Mid Fife, most development is through major residential schemes and small sites are a less significant component. Therefore small site completions are only offset against the requirement in the Cupar and St Andrews HMAs. In the other two housing market areas small site completions will provide extra flexibility.

3.296 A record is now maintained of approved small housing sites. Based on applications approved in 2002, 2003 and 2004, this shows an average of 150 per annum. It is assumed that the vast majority will result in development and an 80% completion rate has been estimated ie 120 per annum. However a more conservative figure has been set against the housing requirement (30 dwellings per annum in the St Andrews HMA and 20 dwellings per annum in Cupar HMA). It is expected that over the next 20 years the scope for further farm conversions and infill development will diminish. Over the plan period, this assumption will provide an estimated output of some 1,000 houses.

Housing Land Requirement and Contributing Supply

3.297 Table 3.33 shows the number of dwellings required over the Structure Plan period set against the supply. The total requirement for Fife is 35,200 dwellings and the supply (including output from windfall and small sites) is 13,300 units. This leaves a shortfall of 21,900 dwellings. However in the Dunfermline HMA there is a surplus of sites (capacity over 700 dwellings) in the first five years which is expected to result in housing development exceeding the requirement up to 2011. To ensure a supply in the later plan period means that extra provision needs to be set against the requirement. This situation is reflected in Proposal H1 in the Finalised Structure Plan whereby the final contributing supply is set at just over 13,000 units.

Table 3.33: Housing Land Requirement & Supply

HMA	S Plan R'ment	Amended Supply (rounded)	Total Supply (inc O/C)*	Contributing Supply	Urban Capacity	Windfall/ small sites
Dunfermline 1	9,300	3,700	4,035	1,958	1,077	1,000
Dunfermline 2	3,700	1,150	1,547	1,311	36	200
Kirkcaldy	15,000	6,250	6,237	3,106	1,731	1,400
Cupar Area	2,800	950	957	185	172	600
St Andrews	4,400	1,250	1,255	138	117	1,000
Fife	35,200	13,300	14,031	6,698	3,133	4,200

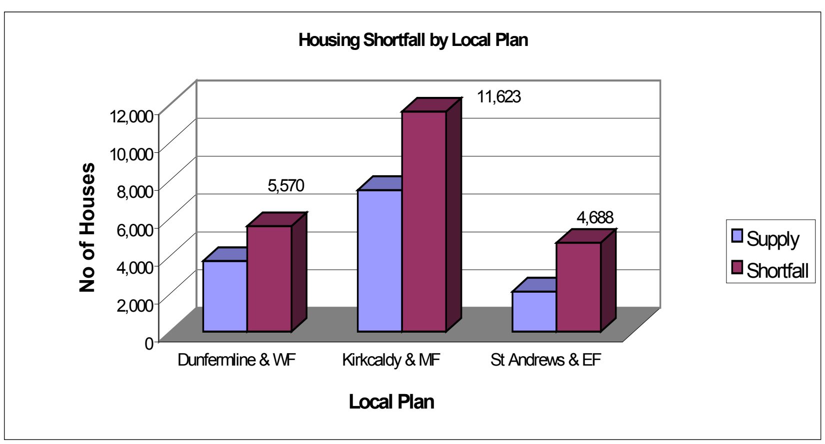
Source: Fife Council 2006

Note: shortfall figures for West and Mid Fife do not agree exactly with Schedule H1 of the Structure Plan due to the effects of rounding and slight readjustment of the of the requirement.

* Total supply (with O/C) means total supply with over capacity for the first 5 years. This will result in development exceeding the requirement and to ensure a supply in subsequent plan periods means making extra provision as shown in the Amended Supply column.

3.298 Existing housing commitments and other forms of provision (windfall and small sites) when set against the requirement, identify the shortfall that requires new local plan allocations. Figure 3.27 shows the overall shortfall (almost 22,000 units) by local plan to meet the Housing Requirement. Most additional provision (over 11,600 units) is required in Kirkcaldy and Mid Fife. This is consistent with the regeneration strategy.

Figure 3.27: Housing Shortfall by Local Plan Area



Source: Fife Council, 2006

Strategic Development Sites

3.299 The Structure Plan aims to deliver most new housing provision via the development of seven strategic sites. Such a strategy will allow the provision of a range of facilities and infrastructure to complement the housing and cater for mixed use developments over the plan period. The specific requirements sought from each strategic housing site are covered elsewhere in the Report of Survey but in locational terms the strategic development areas and their phasing is shown below. The strategic sites account for over half the shortfall in supply. Table 3.34 shows the expected contribution from the strategic sites.

Table 3.34: Strategic Development Areas – Phasing

Strategic Development Areas					
Location	**2006-11**	**2011-16**	**2016-21**	**2021-26**	**Total**
Dunfermline	-	1,250	1,650	1,650	4,550
Lochgelly	250	450	450	550	1,700
Kirkcaldy South West	-	250	450	500	1,200
Kirkcaldy East	350	850	850	450	2,500
Levenmouth	300	300	300	300	1,200
Cupar	250	400	400	400	1,450
St Andrews	250	300	350	300	1,200

Source: Fife Council, 2006

Medium Scale Allocations

3.300 In addition to the Strategic Development Sites further provision will be made through medium scale housing allocations as shown in Table 3.35. This will provide variety and choice of housing throughout Fife. Most provision (1,950 dwellings) is made in Mid Fife). Provision is made via four allocations in mid Fife. Burntisland, Markinch and Glenrothes are all served by the East Coast main rail line or the Fife Circle link to Edinburgh whereas the Kelty area sits astride the M90 with fast road access north and south.

3.301 In Dunfermline and West Fife, medium scale allocations are made at Inverkeithing Bay which has excellent transport links within and from Fife, and West Villages. A total of 1,400 is proposed for St Andrews and East Fife, which is a high demand area, reflected in above average house prices. The quality of the environment, pleasant market towns and villages along with convenient access to the city economy of Dundee attracts commuters and those wishing to retire. Local demand also must be met.

Table 3.35: Medium Scale Allocations

Local Plan	Location	No of Dwellings
Dunfermline & WF	Inverkeithing Bay* West Villages	900 500
Kirkcaldy & MF	Kelty/Lochore/Ballingry Burntisland Glenrothes East Markinch **Total Mid Fife**	300 350 900 400 **1,950**
St Andrews & EF	Leuchars / Guardbridge East Neuk Settlements Tay Bridgehead **Total East Fife**	400 500 500 **1,400**

Source: Fife Council, 2005
* Inverkeithing Bay: total amount of housing may vary depending on the outcome of the masterplanning process.

AFFORDABLE HOUSING

3.302 The term "affordable housing" is a relative rather than an absolute measure but while there is no commonly agreed definition, the Scottish Executive broadly defines affordable housing, in SPP3 and PAN 74, as "housing of a reasonable quality that is affordable to people on modest incomes." No definition is given of the term "Modest Income", but in a Fife context this is likely to be significantly less than the Gross Average household income in Fife in 2003 which was £25,743 (Source: CACI). The definition suggested in PAN 74 is therefore the one used in the Fife Development Plan, "Fife Matters". In areas characterised by low house prices, for example below £55,000 (2004 prices), the market may be able to provide some or all of the affordable housing that is needed. However, lower income levels also need to be considered, as areas with low house prices tend also to be areas with low average incomes.

3.303 Since 2000 approximately 900 affordable houses have been built across Fife, with approximately half of these have being built in the Mid Fife Local Plan area. Over the same period, the housing market has changed considerably with house prices increasing substantially across Britain. Table 3.36 below shows this change in a Fife context.

Table 3.36: Average House Price in Fife

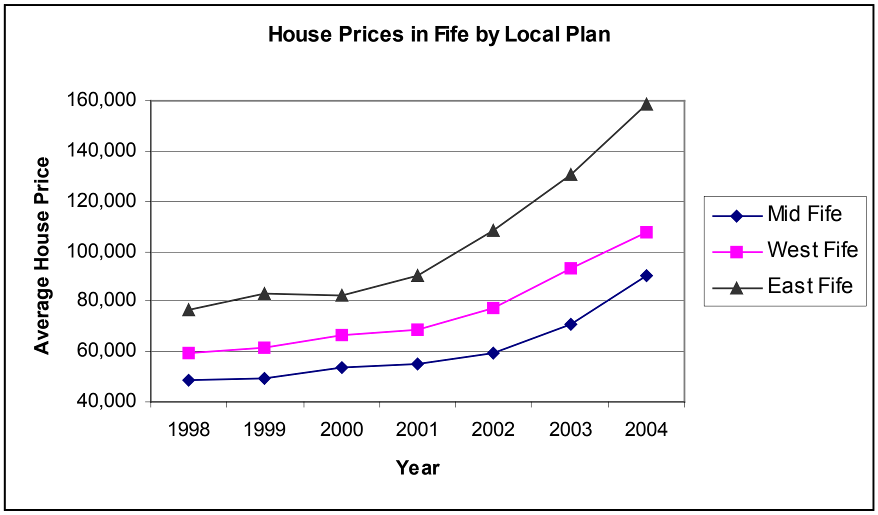
Year	Average house price (£)
2000	65,000
2001	68,000
2002	76,000
2003	90,000
2004	108,000

Source: Fife Council, 2005

3.304 Since 2000 the average house price in Fife has risen by £43,000 (66%), far outstripping increases in average earnings. This has been a major factor in the, by now well documented, worsening of affordable housing shortages nationwide. This trend is also borne out by an increase in Fife Council's housing waiting list. Between April 2003 and April 2004 the numbers of households on the waiting list rose from 10,340 to 13,654 an increase of almost a third. These figures exclude those households on the waiting list of housing associations. In short since 2000, indications are that the shortage of affordable housing in Fife has also deteriorated considerably. It was considered necessary therefore to update earlier research. In recognition of the increasing shortage of affordable housing the Scottish Executive released PAN 74 in March 2005.

3.305 Within Fife there have been substantial differences between local plan areas (Figure 3.28).

Figure 3.28: Average House Prices in Fife by Local Plan Area



3.306 The St Andrews and East Fife Local Plan area has the highest average price (£158,000). Indeed the differential is increasing compared to the other two local plan areas. Kirkcaldy and Mid Fife has the lowest average house prices in Fife (£90,000), although recent trends show the gap closing on Dunfermline and West Fife (£107,000).

3.307 Table 3.37 shows that proportionately, but not numerically, the East Fife HMAs have seen the most affordable house building. However, the Dunfermline HMA has seen the highest levels of actual building with over 850 affordable homes built between 1997 and 2005. The majority of these units have been built by housing associations.

Table 3.37: Affordable House Building 1997-2005

Housing Market Area	Total Affordable Units Built*	% of all Houses Built
Dunfermline	850	13.2
Kirkcaldy	711	17.0
Cupar & St Andrews	547	24.0
Fife	2,108	16.3

Source: Fife Housing Reviews 1992-2004
*Includes some housing for varying needs

3.308 The general approach to the provision of affordable housing through the Structure Plan is based on a number of policy and information documents, most notably SPP 3, PAN 74, the Local Housing Strategy, and the 2005 Housing Needs and Affordability Study.

3.309 In order to provide an up to date and robust assessment of housing needs a new study was carried out in 2004 by housing consultants Arneil Johnston in partnership with market research specialists MORI. The methodology was based on the UK national best practice guidance "Housing Needs Assessment Guidance (1998)" produced by the Department of the Environment Transport and the Regions. The survey entailed approximately 100 face-to-face interviews being carried out in each of the Council's 23 Locality office areas. This amounted to 2,423 interviews Fife wide. In addition, a range of other information involving, for example, income data, house price data, and Census of Population statistics was analysed to supplement fieldwork.

3.310 The new Housing Needs and Affordability Study found that Fife has a substantial need for affordable housing, although this need is projected to remain relatively stable over time. The total need for affordable housing across Fife is 10,832 units, which equates to 7.2% of all households as at 2004. However, this level of need will not translate into a requirement for the same number of new dwellings. This is because of several factors including demographic change and households resolving their own needs through in situ solutions. Once these factors have been taken into account, there is a Fife-wide need for 4,958 new affordable houses. It is important to note however that this total Fife wide figure varies according to the level of geographical analysis, as shown in Tables 3.38 and 3.39.

Table 3.38: Shortfall of Affordable Housing by HMA

Housing Market Area	Households Requiring Affordable Housing	As % of Total Households
Dunfermline	2,230	4.1
Kirkcaldy	986	1.6
St Andrews	1,412	6.8
Cupar	330	2.6

Source: Fife Council, 2005

3.311 In relative terms the St Andrews HMA has the highest level of need at 6.8% with Kirkcaldy the lowest at 1.6%. In absolute terms the Dunfermline HMA has the highest level of need (2,230) units with Cupar having the lowest at 330 units.

3.312 Variations can however occur within housing market areas. St Andrews Locality area has the highest level of need at 22.7% of households with surpluses existing in Benarty (-3.2%), Kelty (-0.3%) and Buckhaven (-0.5%). These variations have been taken into account in setting percentage targets, especially in the Kirkcaldy housing market area, where both surpluses and pockets of shortfalls occur.

Figure 3.39: Shortfall of Affordable Housing by Local Plan Area

Local Plan Area	Households Requiring Affordable Housing	As % of Total Households
Dunfermline & West Fife	2,230	5.52
Kirkcaldy & Mid Fife	1,231	1.56
St Andrews & East Fife	1,774	5.70

Source: Fife Council, 2005

3.313 In relative terms the St Andrews and East Fife Local Plan area has the highest level of need, whilst the Kirkcaldy and Mid Fife Local Plan area has the lowest. In absolute terms the Dunfermline and West Fife area has the highest level with Kirkcaldy and Mid Fife having the lowest.

3.314 The study also identified that 65% of those households in need envisaged this could be met through social rented accommodation whilst 35% considered, their needs could best be met through the market. Therefore the Council's primary requirement will be for social rented housing in the ratio 65/35 to other tenures. All four housing market areas in Fife display a shortfall of affordable housing i.e. a net surplus of households whose housing need cannot be met given the current supply of affordable housing.

3.315 The need for affordable housing in Fife is a complex issue especially in Mid Fife, where there are also issues of stock quality and type. Even in Locality areas with slight deficits or even small surpluses of affordable housing there is a shortage of special needs housing. The Housing Needs Study highlighted the fact that the proportion of Fife's population in the 75 and over age group is projected to increase by 28% over the period 2004 - 2016. This will have implications for the provision of special needs housing. It is therefore important that provision addresses particular demographic needs such as special needs.

3.316 The strategic aim of Fife's LHS, is to "Ensure that everyone in Fife has access to an affordable, warm, secure well maintained home appropriate to their needs." On the basis of all available information in early 2004, the LHS set a short term indicative Fife wide requirement as set out in paragraph 3.211

3.317 In recognising that this indicative requirement would be updated by the results of the Housing Needs Study it flagged up the importance and shortage of affordable housing provision in Fife. The LHS goes on to state that the Development Plan would progress the approach to delivering affordable housing. Therefore the requirements have been translated into the Structure Plan on the basis of the results of the Housing Needs Study, the provisions of PAN 74 and responses received through the public consultation.

3.318 SPP 3 sets out the general principle of delivering affordable housing through the lanning system. PAN 74 provides more detailed advice on a range of issues including the nature of provision, site thresholds, percentage requirements and calculation of commuted payments. The approach taken in the Structure Plan is broadly consistent with this advice.

Calculation of Affordable Housing Percentage Requirements

3.319 In principle, the method of calculation involved dividing the need for new affordable housing by the total amount of housing land available to arrive at percentages. The geographical unit chosen was the housing market area. The first stage of the calculation process was to use the need for new affordable housing (derived from the new Housing Needs and Affordability Study) and to divide this by the housing land requirement, from the Finalised Structure Plan. Sites with planning consent were then deducted. A further adjustment was also made to take into account the traditional high number of small sites (sites of less than 5 units) in the St Andrews and Cupar housing market areas. No adjustment for small sites was made in the Kirkcaldy and Dunfermline housing market areas as they do not form part of the calculation there.

3.320 On this basis, the following percentages were calculated.

St Andrews HMA	47%
Cupar HMA	16%
Kirkcaldy HMA	9%
Dunfermline HMA	26%

3.321 These percentages were then amended in the light of other factors. It is common practice in expressing such requirements, to round them to the nearest 5%, in the interest of simplicity. Therefore:

St. Andrews HMA: As the scale of affordable housing need in the St Andrews HMA is significantly higher than elsewhere in Fife, and Fife Council is seeking Pressured Area Status for the town, a requirement of 30% has been established for the St Andrews HMA. This figure is considered to be the maximum as anything in excess of is considered to be more than could reasonably be asked of developers. Although PAN 74 establishes a benchmark figure of 25% for the provision of affordable housing, it allows local authorities to set a higher percentage than this in exceptional circumstances.

Cupar HMA: Average house prices in the Cupar HMA are above the Fife average with pockets of very high prices, for example in Ceres. As this is a rural area with a significant number of small sites, the percentage requirement for the Cupar HMA will be rounded up to 20%.

Kirkcaldy HMA: This HMA shows significant variations with some localities having surplus of affordable housing whilst others have a significant shortfall or are characterised by high average house prices. Overall however a benchmark figure of 10% has been set.

Dunfermline HMA: Although there are pockets of limited surplus stock in the Dunfermline HMA average house prices are above the Fife average (two of the three settlements with the highest rise in average house prices are in this HMA). The percentage requirement, will not quite meet the shortfall, but in line with PAN 74 has been rounded down to 25%.

3.322 Consequently, the overall percentage figures derived are:

St Andrews HMA	30%
Cupar HMA	20%
Kirkcaldy HMA	10%
Dunfermline HMA	25%

3.323 Below HMA level, limited adjustments are necessary to reflect localised variations highlighted in the Housing Needs Study in the Kirkcaldy and Dunfermline HMAs. Given that information on Fife Council Locality areas is provided in the Housing Needs Study, it was decided that they were the most appropriate geographical unit to reflect this fine tuning. Areas of limited surplus in Levenmouth and in the Cowdenbeath area still have a need for special needs housing and therefore a figure of 5% was considered appropriate. Likewise the Kirkcaldy locality area has a higher level of need and so was allocated a slightly higher percentage requirement. House prices also show considerable variation between individual settlements and more than doubled in settlements like East Wemyss, Freuchie, Kirkcaldy, Falkland and Lower Largo, for example, between 1994 and 2004.

3.324 As well as percentage requirements, site thresholds were set in line with the provisions of PAN 74. For urban areas the threshold for on-site provision will be 20 units and above with off-site provision for sites of less than 20 units. For rural areas (settlements of 3,000 persons or less as defined in Scottish Planning Policy 15: “Planning for Rural Development”) the threshold for on-site provision will be 10 units with off-site provision below this level.

3.325 The lower threshold for off-site provision for both rural and urban areas will be 2 units. Single unit sites are exempted for two reasons. Firstly, contributions may be impractical to negotiate and secondly, some may also be self-build which can make a contribution, albeit minor, to meeting the need for affordable housing.

3.326 The housing market is dynamic and socio-economic conditions can and do vary over time. For this reason, the numerical requirements for affordable housing will be kept under continuous review.

3.327 In order to implement the Structure Plan's approach to addressing the critical need for more affordable homes, detailed supplementary guidance has been prepared. Consistent with Fife Council's aim of encouraging meaningful partnership working, this guidance was the subject of public consultation in 2005. This detailed guidance has been informed by the results of the new housing needs and affordability study. It aims to provide clear, consistent and helpful guidance to all parties involved in the provision of housing, with the intention of speeding up the sometimes lengthy negotiation process.

3.328 The Council's Housing Service has published a detailed Implementation Guide. The purpose of this guide is to provide practical advice on how the requirements of the planning process can be met. It covers issues such as definition of priority client groups, availability of subsidy, calculation of commuted sums, and geographic definition of low cost housing for sale.

3.329 Non-residential development may also create or exacerbate a need for affordable housing and this will be addressed through Local Plans. This is most likely to involve large scale retailing or proposals for business or industry in areas with an identified shortfall of affordable housing. Non residential development may create a need for relatively low paid workers who would be unable to access such housing. In other circumstances, use of land for non residential purposes might reduce the availability of sites for affordable housing. Any provision sought would have to be commensurate with the additional need created or the amount of land take involved.

Other Means of Delivering Affordable Housing

3.330 The planning system can make a contribution to meeting the shortage of affordable housing although it cannot meet it in entirety. In recognition of this, Fife Council and its partners are therefore pursuing a range of additional initiatives including application for Pressured Area Status, reduced discount for second homes and use of Council owned land. Communities Scotland funding through Registered Social Landlords also makes a valuable contribution to addressing the shortfall.

3.331 Pressured area status (PAS) was introduced in the Housing (Scotland) Act 2001 as a way of helping to protect social rented housing in areas where there are high housing needs and shortages of social rented housing. Following an assessment of the impact of the Right to Buy (RTB) across Fife, the Council is utilising its strategic powers to apply for PAS for parts of East and West Fife (St Andrews, East Neuk, parts of Dunfermline, Inverkeithing and West Villages). If successful PAS will suspend the RTB for new and transferring tenants whose tenancies started on or after 22nd September 2002 for a period of 5 years. It is estimated that this will safeguard around 100 properties over a 5 year period.

3.332 Council Tax (Reduction on discount for 2nd Homes and long term empty properties): Working within national guidelines Fife Council agreed in November 2004 to reduce the discount given to second homes and long term empty properties from 50% to 10%. The additional monies raised through this mechanism are to be retained locally and routed through registered social landlords (RSLs) for the provision of new affordable housing. It is estimated that this will raise around £1.4-1.5m of additional investment for affordable housing in 2005 - 2006. Leverage of private finance from RSLs will increase this total additional investment to around £1.8m delivering around 25-30 new affordable units.

3.333 Use of Council owned land: Fife Council is and has been willing, where it has land available, to use this for the provision of affordable housing. In recent years the Council has sold around 14 separate sites to RSLs solely for the provision of affordable housing supporting a mixture of new supply and regeneration of estates. Sites have been transferred to the RSLs at residual land value.

Housing Density

3.334 As part of the Urban Capacity Study, Fife Council has undertaken an evaluation of the densities of housing developments built in Fife in recent years. The overall density was 15.6 dwellings per hectare and on average greenfield development was achieving much lower densities compared with brownfield sites. This is supported by information from the Fife Housing Land Review between 1999 and 2003.

3.335 The study also examined existing developments in Fife that were built at higher densities and it was concluded that high quality higher density development had been achieved without problems arising. Past practice shows that adopting higher density standards for residential development would result in a lowering of greenfield land requirements without any loss in residential amenity.

3.336 In order to move towards sustainable use of greenfield land it is necessary to ensure 34at the density of residential development is increased. The minimum density for residential development below 25 dwellings per hectare should be avoided in most instances. For developments of more than 5 houses a density of between 25 and 50 per hectare should be achieved, and at suitable locations, particularly in close vicinity to town centres, densities of over 35 dwellings per hectare.

POLICY JUSTIFICATION

Policy H1: Housing Land Requirement

Proposal H1: (2006-2026)

3.337 The objectives of Policy H1 and Proposal H1 are to set out the housing land requirement and to identify any shortfall in accordance with the Plan's strategy, which in turn is based on the principles of the Community Plan for Fife

Proposal H2: Strategic Land Allocations

3.338 Whilst the allocation of brownfield sites is the preferred method of land release, it cannot alone meet the housing land requirement. There is still a need to identify significant areas of greenfield land. Given this, the most sustainable option is to concentrate much of the greenfield development in the seven Strategic Development Areas and a few medium scale locations, which focus primarily on existing urban areas, where most homes, jobs and services are already located.

Policy H2: Meeting the Housing Land Requirement

3.339 The objective of this policy is to ensure an efficient and planned use of land for housing. Local plans will address matters of location, quality and design. The policy will help to ensure that the take of land, which is a finite resource, is minimised. It will also help to meet people's needs locally by directing development to locations, which are close to public transport, employment and services.

Policy H3: Phasing of Residential Development

3.340 The objective of this policy is to assist in managing the release of sites in support of the Plan's strategy. This will help to ensure that development in any single location is timeous and avoids placing undue pressure on local communities and their infrastructure.

Policy H4: Provision of Affordable Housing

3.341 The primary objective of this policy is to meet the needs of those who are unable to compete in the housing market by facilitating the provision of quality affordable housing. However the policy is about more than affordable housing; it is also about encouraging mixed, balanced and diverse communities to ensure their long term health and viability.

Policy H5: Exceeding the Housing Land Requirement

3.342 The objective of this policy is to ensure that proposals which would result in the housing land requirement being exceeded are acceptable and do not undermine the strategy of the Structure Plan. An exception is made where proposals involve the reuse of brownfield sites.

Policy H6: Density

3.343 In order to secure efficient and sustainable use of land for residential development it is desirable, and, in most circumstances, it is necessary to specify densities that will be supported by Fife Council when determining applications for new development.

TRANSPORTATION

INTRODUCTION

3.344 Developing the transport network is fundamental to improving accessibility and transport choice for all sectors of the community through the integration of land use and transportation. Fife's location and geography impose a range of pressures related to transport – estuarial crossings at the Forth and Tay, proximity to Edinburgh resulting in high levels of commuting and associated congestion problems, together with the challenges of ensuring accessibility to work and leisure opportunities throughout Fife.

POLICY FRAMEWORK

3.345 The National Planning Framework for Scotland (NPF), Fife Community Plan (2004) 'A Stronger Future for Fife', the Scottish Integrated Transport White Paper, the SPP/NPPG series and the Local Transport Strategy for Fife provide the basis for policy development in the Structure Plan, together with considerable in-depth research and analysis.

3.346 The Community Plan identifies as a key milestone the aim of increasing public transport usage. A key objective for safeguarding and improving Fife's environment is tackling congestion through promoting and implementing measures which encourage the use of more sustainable forms of transport, further developing travel planning and providing high quality transport choices to encourage modal shift.

3.347 The 1998 Transport White Paper "Travel Choices for Scotland", along with the Transport (Scotland) Act 2001 and the SPP/NPPG series, sets the national policy context for transport in relation to land use planning.

3.348 Travel Choices for Scotland sets out an integrated transport policy based on four key themes:

- Integration within and between different modes of transport;
- Integration of transport with the environment;
- Integration between transport and land use planning; and
- Integration of transport and policies for education, health and wealth creation.

3.349 The NPF recognises the M90 as a key strategic route. It acknowledges that development pressure in Fife and the surrounding area could result in increased journey time. Unless the trend for greater mobility is satisfied by the use of more sustainable modes of transport and more sustainable patterns for transport and land use, there will be an increase in congestion, pollution and a reduction in environmental quality. The NPF recognises that to compete successfully in the world economy Scotland must have a modern, flexible and well integrated transport system which links to the rest of the UK, Europe and beyond. The NPF recognises that a key to unlocking the potential of a number of national assets is the need to invest in East Coast infrastructure, both road and rail, to reduce journey times and address other concerns.

3.350 The growing importance of the Rosyth - Zeebrugge ferry link as a route into Europe for both Scottish and Irish businesses, together with the benefits that will accrue with the re-opening of the Stirling - Alloa - Kincardine railway, including freeing up capacity for the Forth Rail Bridge, are recognised by the NPF.

3.351 The SPP series encourages land use policies in line with this framework. SPP1: 'The Planning System' (2002) emphasises the role of the planning system in encouraging more sustainable travel patterns, through development plan policies, site selection and development control decisions. It further emphasises the need for Local Transport Strategies and Development Plans to work to a common agenda, with Structure Plan policies that support and encourage sustainable patterns of travel.

3.352 SPP17: 'Planning for Transport' (2005) promotes an integrated approach to land use, economic development, environmental issues and transport planning in support of the overall vision set out in the Scottish Executive's "Partnership for a Better Scotland" (2003). The overall vision is of a Scotland where the economy can flourish and communities can function without significant environmental and social problems arising from car dependency, traffic congestion and pollution. Structure plans should include a development strategy which is prepared in the full knowledge of transport network infrastructure and services, environmental and operational constraints, proposed or committed new transport projects and demand management schemes.

The objectives of SPP17 are:-

- to meet European and UK commitments and targets on greenhouse gases and local air quality;
- to maintain and enhance the natural and built environment, through avoiding or mitigating adverse environmental impacts, minimising environmental intrusion and retaining, improving and enhancing areas for biodiversity;
- to maintain and enhance the quality of urban life, particularly the vitality and viability of urban centres;
- to reinforce the rural economy and way of life; and
- to ensure that the impact of development proposals on transport networks does not compromise their safety or efficiency.

3.353 SPP17 places a responsibility on the planning system to support a pattern of development and redevelopment that:

- supports economic growth and regeneration;

- takes account of identified population and land use changes in improving accessibility to public services, including health services jointly planned with Health Boards;
- reduces the need to travel;
- promotes road safety and safety on public transport;
- facilitates movement by public transport including interchange facilities between modes;
- encourages and facilitates freight servicing by rail or water; and
- enables people to access local facilities by walking and cycling.

Additionally the planning system should look to:

- the provision of high quality public transport access, in order to encourage modal shift away from car use to more sustainable forms of transport, and to fully support those without access to a car;
- effective management of motorised travel, within a context of sustainable transport objectives;
- infrastructure for modern electronic communication networks which support home-working, real time information on public transport; and
- in-car information systems to reduce car commuting and congestion.

SPP17 requires Transport Assessments to be undertaken to identify the traffic generation implications for new development and, where appropriate, the preparation of Travel Plans (also known as Green Travel Plans) for significant travel-generating uses. PAN75 accompanies SPP17 and provides guidance to planning authorities, developers and others in carrying out policy development, proposal assessment and project delivery.

3.354 The Fife Local Transport Strategy (LTS) identifies the transport policy commitments and proposals for transport development. The LTS outlines the background to the development of the strategy and includes information on the issues, long-term strategy and implementation programme. It covers a twenty-year plan period from its publication in 2000, the second 10-year period providing a longer-term vision. The Fife LTS is currently under review.

3.355 The Forth Estuary Transport Authority (FETA) published its first Transport Strategy in June 2005. FETA seeks to provide realistic alternative travel choices across the Forth, allowing more reliable and strategically significant traffic movements as well as contributing to a vibrant Scottish economy. It also recognises the need to plan ahead for a new multi modal crossing to meet both the increasing maintenance challenges for the existing bridge and to cater for future growth in public transport services. The strategy covers the period from 2005 to 2020/21. During this time FETA aims to reduce traffic congestion, increase the use of public transport and provide funding to ensure that the M9/A8000 project is delivered.

3.356 In 2003 the South East of Scotland Transport Partnership (SESTRAN) published its first Regional Transport Strategy (RTS). The main focus of this document was to support the proposed congestion charging proposals in Edinburgh. Since then, the charging proposals have been withdrawn by the City Council, and SESTRAN has moved from its original voluntary status to a statutory one under the Transport (Scotland) Act 2005. SESTRAN is about to commence the development of a new RTS, which must be submitted to Scottish Ministers by 31 March 2007.

BASELINE INFORMATION AND ISSUES

Transport Studies – scoping

3.357 Before any transport modelling was carried out, it was agreed that the Strategic Development Areas should be located as close as possible to current, or potential future, key public transport interchanges, in order to maximise the scope for more sustainable travel choices for those living and working in them. The majority of the sites considered were therefore located within reasonable proximity of the Fife Circle, the East Coast Main Line, and the Express Bus Network.

Transport Studies - modelling

3.358 To support the development strategy and inform decisions on the most appropriate locations in transport terms for strategic land releases, Fife Council appointed Consultants SIAS Ltd in 2003 to build a transport model. The work included computer modelling and analysis of the potential likely impacts on the strategic road network of large-scale land releases (Strategic Development Areas) being considered in West and Central Fife. A new model was built for Central Fife and the Forth Bridgehead model was extended. These two models were joined to improve the strategic network coverage of the north approach to the Forth Road Bridge. The Paramics models developed in the Cupar and St Andrews areas are being utilised through the work associated with finalising the St Andrews and East Fife Local Plan, and in assessing the SDAs proposed for Cupar and St Andrews.

3.359 A computerised model, Paramics, was chosen to strategically test the relative impact of different land use scenarios on the main transport network, (which carries the vast majority of travellers) because of the relative modal split issues and traffic growth continuing relatively unabated. It was not therefore used as a local operational model, and further more detailed work will be required at the Master Planning and Transport Assessment stages.

3.360 A study was undertaken to inform the draft Plan in 2003 ('20 Year Structure Plan for Fife - Transportation Assessment of Development Scenarios', SIAS Ltd December 2003). This study principally examined the strategic road network and the likely future changes in accessibility resulting from different permutations of development scenarios and transport improvements.

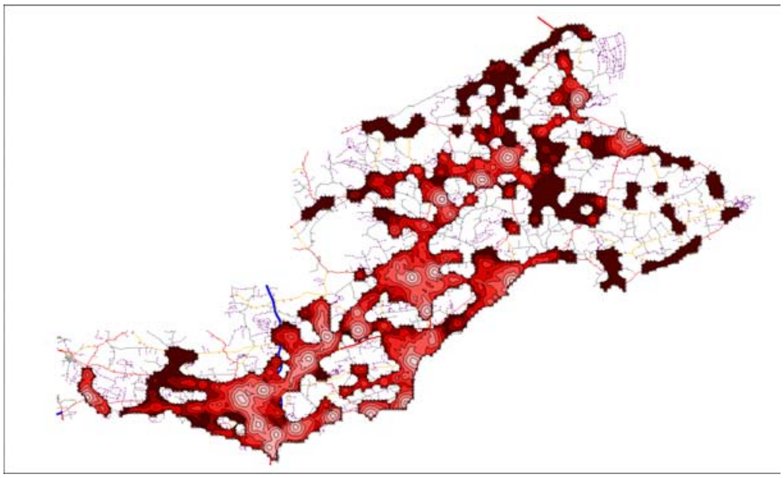
3.361 The study obtained a forecast of future year traffic levels through the Central Scotland Transport Model (CSTM3) and Fife Council set out the assumptions for committed development. A Do-Minimum option, which only considered committed development, was created for the future design years of 2006, 2011, 2016 and 2026. This provided a base from which to assess any proposed development options. A number of transportation measures were considered within the Do-Minimum option. However, due to limitations in CSTM3, only schemes which involved an increase in physical road capacity could be included. These are detailed in the study report. To simulate Cross Forth traffic to a level which represented practical capacity, modelled flows were capped at 85% of theoretical capacity.

3.362 The 2003 study covered seven option tests consisting of between 12,000 and 17,000 new houses and 130 to 180 ha of employment land in Central and West Fife (not East). An operational assessment of an eighth option was undertaken using the results from the previous seven option tests. This identified the likely transportation services and infrastructure required, and the timescale for delivery, for the transportation network to operate efficiently.

3.363 The outputs from the 2003 study informed the decisions on the choice of strategic development allocations as set out in the draft Plan. The modelling highlighted the scale of single occupancy car commuting from Fife and the North, to Edinburgh and the Lothians, and the consequent problem of peak-time congestion across the Forth. The Finalised Structure Plan therefore seeks to reduce the amount of new housing at the Forth bridgehead and to avoid bringing this forward at the early stage of the Plan. The strategic land allocations were all focused in areas with high public transport accessibility or where new rail stations are proposed.

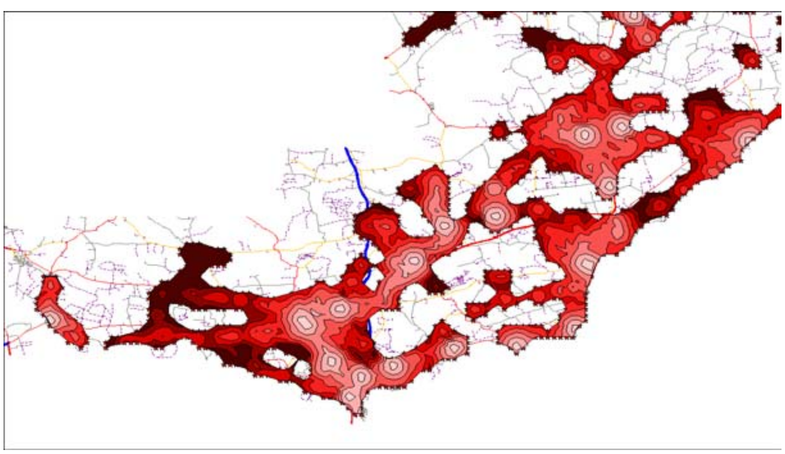
3.364 Figures 3.29 and 3.30 demonstrate the extent of accessibility by bus and rail in relation to the strategic allocations. Accessibility is very good and was an important factor in deciding the locations of strategic allocations, whilst delivering the amount of new housing required within each HMA.

Figure 3.29: Accessibility Planning (Combined Bus and Rail)



Source: Fife Council Transportation Services

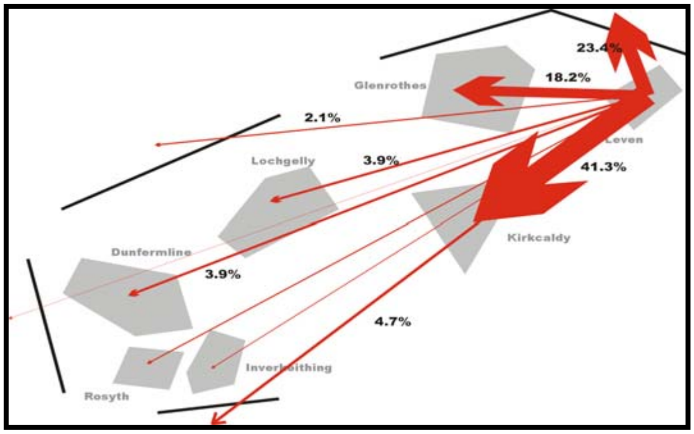
Figure 3.30: Accessibility Planning (Combined Bus and Rail in Mid / South Fife)



Source: Fife Council Transportation Services

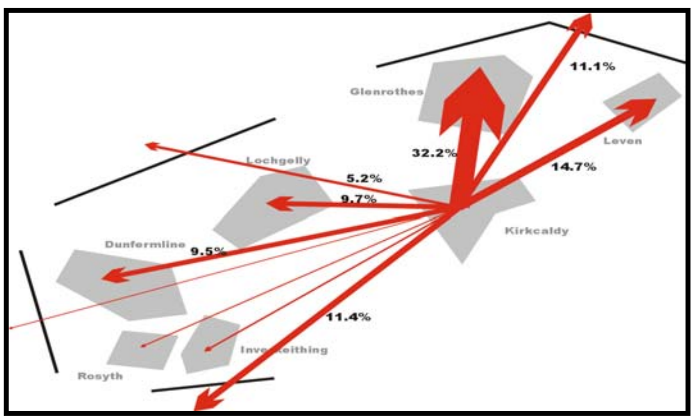
3.365 The trip distribution used in the option testing was derived from existing 2002 trip matrices by each area. Figures 3.31 – 3.35 show the distribution to and from each area. It can be seen that Dunfermline has a large demand travelling to and from Rosyth and the Forth Road Bridge. Lochgelly distribution is split between the Forth Road Bridge, Dunfermline and Rosyth, the north and Kirkcaldy. Kirkcaldy has a large proportion between Glenrothes and Leven, as does Leven with Glenrothes and Kirkcaldy. Glenrothes has traffic going to Kirkcaldy, Leven and to the east.

Figure 3.31: Leven Distribution



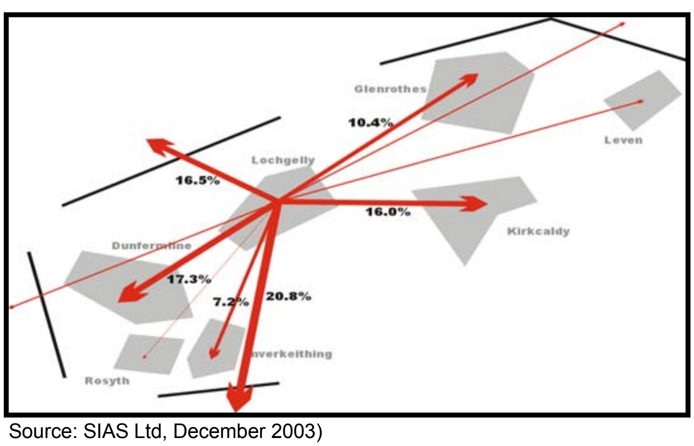
Source: SIAS Ltd, December 2003

Figure 3.32: Kirkcaldy Distribution



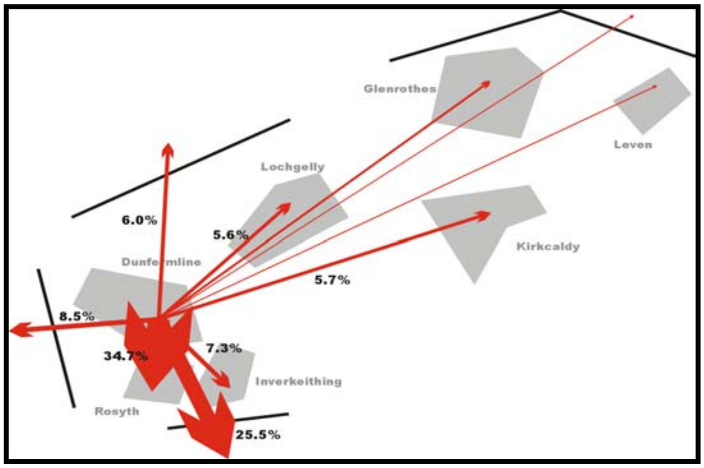
Source: SIAS Ltd, December 2003

Figure 3.33: Lochgelly Distribution



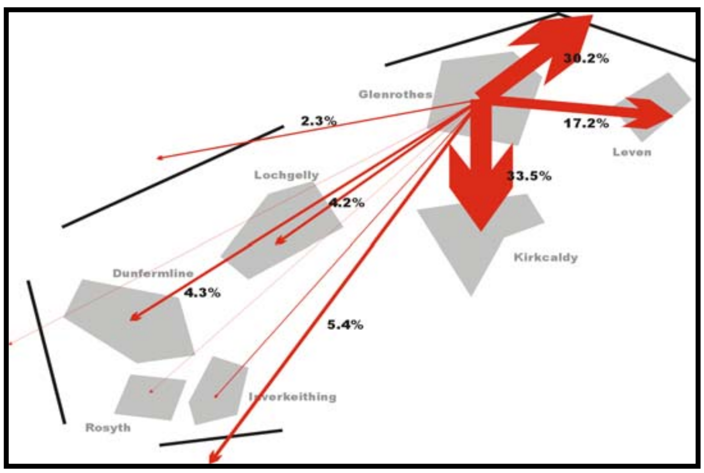
Source: SIAS Ltd, December 2003)

Figure 3.34: Dunfermline Distribution



Source: SIAS Ltd, December 2003

Figure 3.35: Glenrothes Distribution



Source: SIAS Ltd, December 2003

3.366 SIAS Ltd were further commissioned in October 2005 to undertake a study on revised strategic allocations within Central and West Fife to inform the Finalised Structure Plan. In doing so, further work was undertaken on the employment land proposals, with more detailed consideration given to the level at which the strategic employment allocations are likely to be built out and the split between business and industrial land. This provided a more accurate assessment than the study which was undertaken on the draft Plan.

3.367 The 2005 study has made a number of detailed draft conclusions and recommendations involving junction improvements, signalling, and additional roads including a western bypass for Dunfermline.

3.368 Further work is being progressed to assist the master planning of the Strategic Development Areas. A study is being undertaken by the Council's Transportation Services, into the impact of development in the A92 Redhouse Interchange area on local and strategic travel, together with additional work in respect of the Levenmouth rail reopening.

SESTRAN

3.369 The South East Scotland Transport Partnership, formed in March 1998, includes all ten local authorities covering south east Scotland. The purpose of the voluntary partnership is to "identify, develop, implement and monitor matters of mutual transport interest." It promotes transport schemes and issues that have a regional significance. (*SESTRAN includes Clackmannanshire, East Lothian, Edinburgh, Falkirk; Fife, Midlothian, Perth and Kinross, Scottish Borders, Stirling, and West Lothian Councils, as well as (FETA)).

3.370 SESTRAN has commissioned the South East Scotland Integrated Transport Corridors Study (SITCoS), which considered the problems and potential solutions within five transport corridors around the Forth Valley and Edinburgh. The Queensferry / Cross Forth Corridor is one of the main corridors of study. SITCoS has identified a number of transport infrastructure proposals and complementary measures that seek to improve accessibility locally and nationally, as well as achieve modal shift towards use of public transport and to reduce the numbers of single occupancy commuting vehicles. The study proposes the long-term case for a further Forth crossing at Queensferry. The outcome of the SITCoS Study was approved by the SESTRAN Steering Group in June 2005, and will be incorporated into the new Regional Transport Strategy, to be prepared by the new statutory South East Transport Partnership in 2006/07.

3.371 The Scottish Executive has made progress in implementing Scotland's Transport Future (the Transport White Paper). Transport Scotland was established on 1st January 2006 as an executive agency, directly accountable to the Scottish Ministers. It is responsible for helping to deliver the Executive's £3 billion capital investment programme over the next decade, overseeing the safe and efficient running of Scotland's trunk roads and rail networks and establishing and running a national concessionary travel scheme. It will support major public transport projects like new rail links and the redevelopment of Waverley station.

3.372 Transport Scotland will work in partnership with private sector transport operators, local authorities and government. It will also work closely with the seven new statutory Regional Transport Partnerships, which are responsible for the preparation and implementation of Regional Transport Strategies. Fife Council sits on the South East Scotland Regional Transport Partnership, together with City of Edinburgh, Clackmannanshire, East Lothian, Falkirk, Midlothian, Scottish Borders and West Lothian Councils.

Proposals

European and national links

3.373 The Port of Rosyth is recognised as being of national importance. Over the last few years, Rosyth has become one of the key national economic development projects. The growth of Rosyth has been based around development in a number of specific areas, notably the introduction of a new European ferry service for both freight and passengers.

3.374 The location of Rosyth offers an ideal opportunity to link the port with the rail, road and air networks within South East Scotland and to create a focus as Scotland's gateway to Europe. Development of the ferry terminal at Rosyth is an important part of the regeneration of the wider site and as part of a wider freight strategy for Scotland. There is an opportunity to develop Rosyth as a gateway/transport hub of national significance, providing a distinct asset to Fife. Transport links and business development opportunities in support of the port and more direct links to Europe will be supported and encouraged.

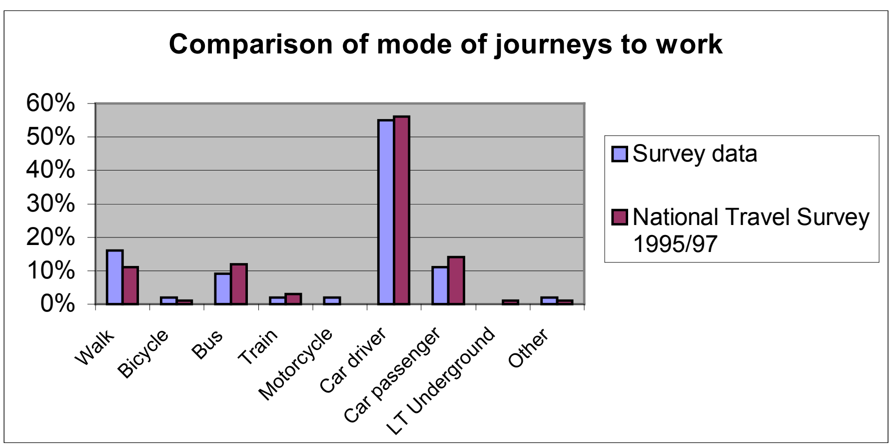
Cross Forth Travel

3.375 The potential for a multi-modal crossing of the Forth at Queensferry was considered within the SESTRAN Integrated Transport Corridors Study. It is important to raise the issue of the potential need for such a bridge at an early stage, to ensure that it is addressed as an option for the future. With traffic volumes continuing to increase, the existing road bridge is already operating well over capacity. This intensifies the problems of ongoing maintenance, as illustrated by the works undertaken in summer 2004 and 2005. Reports on several issues including the need for a new multimodal crossing, bridge maintenance, road user charging and tolling arrangements are due to be published later in 2006. The challenge for Fife SESTRAN and FETA is to increase the proportion of multi-occupancy cars on the bridge, particularly during the congested peak periods and encourage greater use of public transport options.

3.376 The upgrade of the A8000, preparatory work for which is underway, will ease some congestion on the bridgehead. Tender documents for the main works have been issued with a view to construction starting in June 2006. Opening of the dual carriageway is expected in February 2008.

3.377 Fife Council has an ongoing programme to increase the usage of public transport and reduce the single car occupancy trips in particular across the Forth Road Bridge. Figure 3.36 compares the modes of journeys taken by Fife residents against data at the national level.

Figure 3.36: Mode of Journey to Work



Source - Fife Travel Diary Survey 2000

3.378 Investment in Ferrytoll Park and Ride has contributed to reducing congestion and air pollution levels in Fife and Edinburgh. The site opened in 2000 with 500 car parking spaces and expanded to over 1,000 spaces, including a multi-storey car park in May 2005. Engineering Feasibility work is underway to create a southbound High Occupancy Vehicle Lane on the A90/M90 between Halbeath and the northern bridgehead in the short term.

3.379 The Scottish Executive is progressing a package of works to increase the capacity of the crossing of the Forth at Kincardine by 2008. A new bridge is to be constructed to link the M876 and the A977 north of Kincardine while the existing bridge will be refurbished. As part of the development, a southern bypass for Kincardine was opened in 2004.

Rail network

3.380 A programme of platform lengthening within Fife has now been completed which will allow longer trains to operate on the rail network. The reopening of the Stirling-Alloa-Kincardine line for freight will assist in reducing capacity issues on the Forth Bridge, which will in turn increase capacity on the bridge for passenger services. A number of proposals identified in the LTS and adopted Fife Structure Plan will be progressed via Fife Matters and the safeguarding of land via Local Plans.

Other transport modes

Air Transport

3.381 Access to Edinburgh Airport is an important issue for Fife's economy. There is widespread support for a more direct rail link from Fife and north-east Scotland to the Airport. Transport Initiatives Edinburgh (TIE) has been commissioned by the Scottish Executive to develop a rail scheme to provide direct access to Edinburgh Airport from the rail network. This new rail link will also improve rail access from Fife to Glasgow and the West of Scotland. Bus travel has also been enhanced in 2005 with a new half hourly bus link running from the new upgraded Inverkeithing Rail Station interchange via Ferry Toll to Edinburgh Airport.

3.382 Opportunities to facilitate economic development at Leuchars will be kept under review.

Bus Services

3.383 Bus is the major public transport mode across Fife and high quality services have a major role in maintaining and improving public transport accessibility. This is of particular importance to rural Fife, where access to services, schools, employment and other opportunities often involves long journeys. The Express Bus Network provides good direct links between the main urban areas of Fife and Edinburgh, Glasgow and Dundee. Proposals are currently being developed for major improvements to bus stations in Fife.

Ferry Services

3.384 An initial feasibility study into the potential for a Cross Forth Ferry has recently been completed but further work is required to establish its viability before any funding can be sought. Routes between Kirkcaldy, Burntisland and Leith/Granton are being considered.

Freight

3.385 The Rosyth Ferry service and the Stirling – Alloa – Kincardine rail line contribute to implementing the Freight Strategy for Fife and Structure Plan policy which encourages moving freight by rail and sea. The emphasis in identifying sites for locating freight generating developments is placed on locations accessible to rail and sea in preference to locations with good access to the primary road network.

New Development

3.386 Improving access to employment opportunities within Fife requires enhanced connectivity. This can be partially secured by promoting mixed use development. The Strategic Development Areas (SDAs) have been identified to secure the integration of new mixed use development with public transport hubs and town centres, which should contribute to securing sustainable new and improved public transport services. Specific transport proposals identified for the SDAs include a dedicated public transport corridor to better link Dunfermline to Edinburgh, a new rail station at East Kirkcaldy, upgrades of A92 and West Edinburgh and the reintroduction of rail services to Levenmouth. Community benefits such as public transport facilities and services; improvements to strategic and local transportation routes, to paths including long distance routes and safe routes to school; and to cycleways will require to be provided. Many of these benefits will need to be provided or funded by developers.

3.387 A number of new rail stations are currently being considered by Transport Scotland and theScottish Executive, through the preparation of the Draft National Transport Strategy, the National Rail Strategy and other studies. These include, Kirkcaldy East, Newburgh, Wormit and Levenmouth. Further work is being carried out on the Levenmouth link, which is being promoted as a mean of securing network benefits following the proposed "splitting of the Fife Circle", which was proposed in SITCOS.

Key Issues

3.388 The provision of a balanced and sustainable transport network is a key element with regard to Fife's economy, environment and desire for social inclusion. The vision for the transport network is to achieve modal shift and to discourage single occupancy and short distance car journeys in favour of more sustainable transport modes. Land use planning can contribute to the achievement of more sustainable development and the integration of land use and transportation. This in turn can assist in reducing the need to travel and reliance on private transport, with benefits for the environment.

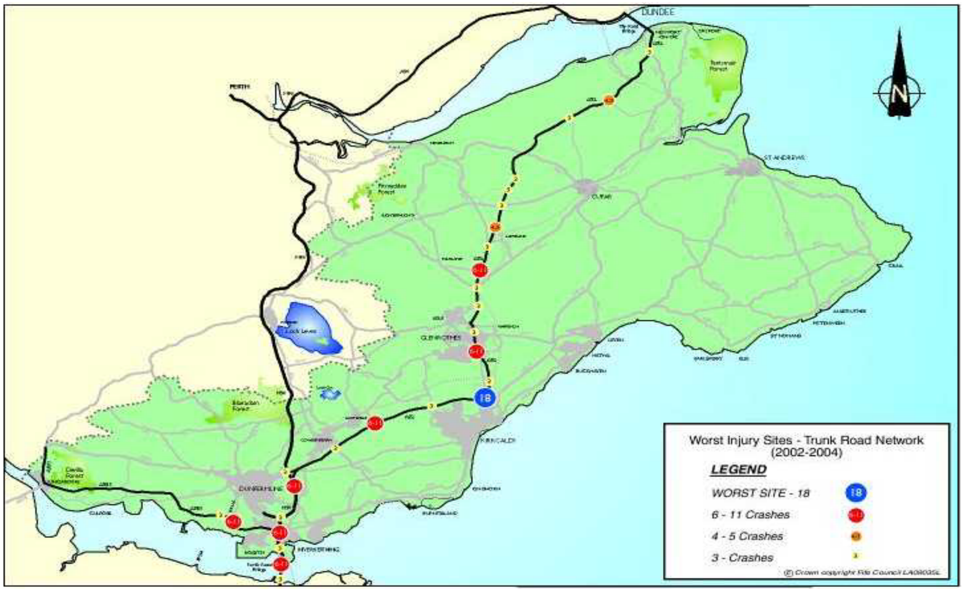
3.389 To achieve a more sustainable pattern of development, the transport policy objectives and policies of this Structure Plan focus on:

- guiding new development to locations that reduce the need to travel by private car and encouraging the use of more sustainable modes of transport;
- improving accessibility and transport choice for all sectors of the community;
- encouraging the movement of freight by rail and water; and
- safeguarding land for potential improvements to the transport network.

Road Safety

3.390 The A92 is the main route through Fife connecting into the city of Dundee. Road crash statistics clearly indicate that between 2002 and 2004 as illustrated below there is a significant road safety issue which requires to be addressed, particularly at Redhouse roundabout, to the north east of Kirkcaldy (Figure 3.37).

Figure 3.37: A92 at Redhouse - Trunk Road Crash Statistics:



Source: Fife Council Transportation Services

POLICY JUSTIFICATION

Policy T1: Transport and Development

3.391 Policy T1 requires to ensure that the impacts of vehicle movements arising from new development are fully considered when proposals for new development are being formulated by both Fife Council and by prospective developers and promotes sustainable modes of transport.

Proposal PT1: Transport Proposals

3.392 Proposal PT1 identifies the various transport proposals which would improve Fife's connectivity with the National / International Network or relate primarily to regional or internal Fife movements. These include a new multi modal cross Forth Bridge and passenger rail on the Dunfermline–Kincardine–Alloa–Stirling line. Land required to implement the proposals is to be safeguarded via Policy T3.

Policy T2: Safeguarding of Existing and Potential Transport Routes

3.393 In order to ensure that strategic transport proposals can be implemented, Policy T2 will safeguard the land required from other development, which could jeopardise their implementation. Local Plans will identify land to be safeguarded.

Proposal PT2: Port of Rosyth

3.394 Proposal PT2 supports the development of a multi-modal national freight distribution facility at the port of Rosyth and seeks to ensure that this, and its requirements for associated infrastructure, will not be prejudiced by other development.

Policy T3: Transport of Freight

3.395 Policy T3 encourages an increase in the proportion of freight transported by rail, water or pipeline which would help reduce road congestion and air pollution. Freight movement is necessary to enable goods to get to markets, whether in Fife or elsewhere. The policy seeks to favour locating freight generating operations, which could use rail, water or pipelines but if they must utilise road transport the facilities should be located where there is good access to the primary road network.

ENERGY

INTRODUCTION

3.396 Energy is used to heat and light homes, to power transportation and to provide power for various forms of economic activity. Burning fossil fuels generates greenhouse gases which has major consequences on the global climate. The UK Government and the Scottish Parliament are committed to playing a part in an international effort to reduce greenhouse gas emissions and are committed to a 60% reduction in carbon dioxide emissions by 2050. Planning can contribute to reducing fossil fuel consumption, securing energy efficiency and encouraging renewable developments.

3.397 The UK government's White Paper on Energy (2003) indicates that a significant reduction in emissions could be achieved by 2020 by securing energy efficiency in households, industry, commerce and the public sector. This can be achieved in many ways, including adopting increased insulation standards in new development and the upgrading of existing properties. Planning can contribute to energy efficient development by optimising the energy derived from the sun using passive solar design techniques.

3.398 Renewable energy flows from the sun, wind and water but is also taken to include energy that can be generated from other "renewable" resources, for example energy crops and waste products. Fife has potential sources of renewable energy including onshore wind, hydro, waste products, solar, geothermal and it is capable of supporting energy crops.

POLICY FRAMEWORK

3.399 The White Paper proposes a lower carbon based energy future with renewables and other technologies, such as combined heat and power, making an increased contribution to the supply for the electricity national grid. Measures such as improving energy efficiency in households, industry, commerce and the public sector are considered as being able to make early and significant savings in the consumption of fossil fuels. It supports an increased emphasis on local generation. Clean low carbon transport, rather than a reduction in vehicle movements, is considered to be the solution to reducing vehicle emissions.

3.400 The UK government has accepted a target whereby greenhouse gas emissions are reduced by 12.5% below 1990 levels by 2008-2012 as its contribution to the overall EU target of an 8% reduction. It has also set a national goal of a 20% decrease in carbon dioxide production by 2010 and is working towards a target of renewable energy providing 10% of UK electricity supplies by 2010. At present 2% of the UK's electricity is generated from renewable energy sources, but this figure is steadily increasing.

3.401 The Scottish Executive is committed to securing 18% of Scotland's electricity generated by renewable resources by 2010 and 40% by 2020. The Renewables Obligation (Scotland, 2000) obliges all electricity suppliers to obtain certificates to demonstrate that a specified proportion of new electricity sales to customers are from renewable sources

3.402 The Energy White Paper proposes a scenario based on lower carbon generation of electricity with renewables and other technologies making an increased contribution to the supply for the electricity national grid. NPPG6 ‘Renewable Energy Developments’ is accompanied by PAN45 ‘Renewable Energy Technologies’. NPPG6 requires Development Plans to provide a positive framework guiding developers to locations where renewable energy developments are likely to be permitted subject to environmental and amenity considerations. The guidance offers the options of indicating broad areas of search or including policies setting out criteria to guide the location of new renewable energy developments.

3.403 SPP1 ‘The Planning System ‘promotes sustainable development by encouraging energy efficiency through the layout, design of development and choice of materials; the location and management of land use change; reducing the need to travel and encouraging sustainable forms of transport.

3.404 SPP3 ‘Planning for Housing’ advises that design briefs for larger sites should indicate the potential for using energy more efficiently through siting and orientation (passive solar gain). It also requires planning authorities to draw up long-term sustainable strategies.

3.405 Many older buildings are not energy efficient due to poor insulation and badly managed heating systems. Energy efficiency can be increased by installing insulation and by controlling heating levels. Fife Council is actively involved in reducing energy consumption in its own public buildings and housing stock. It is also implementing the Home Energy Conservation Act (1995) which encourages energy efficiency in all homes in Fife.

3.406 The planning system can make a major contribution to energy efficient new development using passive solar design techniques, including the siting and orientation of a building, the size of the glazed area, the density of the buildings within the site and the materials used.

3.407 The thermal mass and the plan and section of design can contribute to maximising the use of free solar energy. Passive solar design can be applied to a range of property achieving solar energy gains through extensions to existing buildings such as conservatories, atria and greenhouses. Guidance can be provided via master plans, design briefs and other detailed policy guidance contained in the Area Local Plans.

BASELINE INFORMATION AND ISSUES

3.408 Information on the potential yields of energy is contained in the Energy Technology Support Unit (ETSU) 1993 report ’An Assessment of the Potential Renewable Energy Resource in Scotland‘. This report gave an indication of the realistic longer term potential for renewable energy development in Scotland. Fife, in contrast to other parts of Scotland, was not singled out as an area of significant potential for any type of specific renewable energy development but the technologies highlighted as having potential in Fife were wind power, bio-mass crops and, to a lesser extent, farm wastes.

3.409 ‘Scotland’s Renewable Energy’ (2001) examined the potential for a range of renewable energy developments including onshore wind, offshore wind, hydropower, energy (biomass) crops and various types of waste arisings. The 2001 report drew upon the same base information as the 1993 report and updated the various assumptions on equipment and capacity constraints on the electricity distribution system. Planning and other constraints were also considered. The 2001 report confirmed that there is the potential for the generation of electricity from renewable energy sources within Fife and that onshore wind is likely to be the major source.

RENEWABLE ENERGY TECHNOLOGIES

Wind Power

3.410 Wind turbines can make a significant contribution to the generation of energy in Fife. The current and emerging generation of wind turbines are large rotating structures that can range in height from around 6m to over 100m to the tip of the blade and are often highly visible over long distances. However, improved design means that turbines can now capture lower wind speeds than before. Exposed sites may not always be paramount in site selection. Commercial proposals predominantly provide electricity to the National Grid and count towards the obligation on suppliers. These may be small groupings of 3 or 4 turbines or wind farms of 10 turbines or more. Single domestic turbines may be much smaller and supply a property or business on the same or an adjacent site.

3.411 The Scottish Executive has published research on public attitudes towards wind farms in Scotland. This indicates that those living near to wind farms have found that noise from turbines has not been as significant as they had feared. However respondents still considered that turbines should be sited in uninhabited areas and high on hills.

3.412 Finding suitable locations for wind turbine and wind farm development can be addressed by directing potential developers to areas where developments are unlikely to conflict with other policy and environmental constraints and where they will not cause undue disturbance to the surrounding area. Fife Council has undertaken a study of the landscape capacity of Fife to accommodate wind turbines and the results will be incorporated into the Area Local Plans. This will provide positive guidance for prospective wind farm developers.

3.413 The 1993 report estimated that over half of Fife's potential renewable energy resource could come from wind. The 2001 report indicated that the full potential may not be realised due to environmental and other constraints. Fife has a small number of domestic scale wind turbines. A proposal for a commercial operation at Clatto Hill, north of Kennoway, comprising 17 turbines each 93 metres high, which would generate 30 MW of electricity, was refused planning permission.

3.414 There is also potential to locate wind farms off the Fife coast particularly where the sea is less than 30 metres deep. The largest area of shallow water adjacent to Fife is located off the eastern coast and the upper Forth and Tay estuaries. The 2001 report indicated that the greatest potential area where off-shore wind resource could be exploited is off the north eastern coast of Fife, east of Tentsmuir Forest.

Hydro Power

3.415 Whilst the 1993 report considered Fife had limited scope for hydro powered developments the 2001 report did not support this view. It is accepted that large scale schemes are unlikely but small scale run of river hydropower schemes should not be totally dismissed. There are three runs of river hydro schemes currently operating in Fife.

Biomass Energy Crops and Forestry

3.416 Biomass materials include wood fuel from existing forest sources or from the coppicing of trees planted for that purpose which, when reduced to wood chips or sawdust, can be burned to generate electricity. This process has not yet been tried in Fife but both the 1993 and 2001 reports consider that there is potential for this to provide a renewable energy source in Fife. PAN 45 indicates that for a coppiced plant powered system at 20% efficiency, each megawatt of power generated would require a crop area of 630 hectares. Biomass material can be burnt on its own or used in co-firing in conventional coal burning installations. The contribution of biomass can be reduced by expending energy in transporting it from source to a combustion plant. The co-location of source and combustion plant makes biomass powered operations more energy efficient.

Wastes

3.417 Power can also be produced through the burning of farm wastes, municipal waste or the gases produced from landfill sites. Both the 1993 and 2001 reports consider this is a feasible source of renewable energy that could be exploited in Fife. There is potential for co-firing of wastes with coal in conventional combustion installations.

Combined Heat and Power

3.418 Whilst combined heat and power (CHP) operations are not renewable energy operations they offer considerable scope to improve the energy efficiency of combustion operations which are either used to produce heat or generate electricity by operating them as CHP operations. The Government has set a target of 10,000 MW of installed CHP capacity by 2010. Proposals for a 49 MW biomass powered CHP facility at Glenrothes have been approved, in principle. In addition micro CHP power plants are being developed for domestic scale application.

Other Technologies

3.419 Fife has a potential to exploit the benefits of the sun. There is currently limited exploitation of solar power for water heating, electricity generation (photovoltaic panels) and space heating using solar tiles. There is also limited exploitation of geothermal energy which draws on heat contained in the groundwater and mine waters below the surface and the use of this technology and other heat exchange based technologies could be expanded. Fife Council is taking an active interest in promoting domestic scale applications of these technologies, which could have large scale applications. There are also shoreline and offshore technologies being developed. The 2001 report indicated that the marine areas off the coast of Fife will not offer yields from wave energy or tidal race technologies comparable with more exposed parts of the Scottish coastline but offshore developments cannot be ruled out.

Renewable Energy Business Opportunities

3.420 A number of Fife based companies are involved in manufacturing renewable energy equipment both for on-shore wind and marine energy technologies. Land for a Renewable Energy Park at Methil Waterfront has been acquired and the potential to exploit renewable sources there is to be evaluated. There is further scope for employment in the research and development sector and servicing of smaller scale applications such as solar panels.

Key Issues

3.421 Renewable energy developments will be supported provided they contribute to providing employment and diversification of the rural economy; minimise any adverse effects on the environment and, where possible, make use of brownfield or contaminated land. The processing and the production of energy from biomass will be encouraged where the generating efficiency is enhanced by co-location taking into account transportation, siting and design issues.

3.422 Onshore wind is the most likely technology to be exploited in Fife on a commercial scale. In view of the potential impact of wind turbines on the landscape and the natural and built environment clear policy guidance on where these may be acceptable is necessary. In view of the scale of current and emerging wind turbines a Landscape Capacity Assessment is required to inform Development Plan policy and consideration of planning applications.

POLICY JUSTIFICATION

Policy R1: Wind Turbines

3.423 There will be demands on Fife Council to accommodate wind turbine developments that will contribute to meeting the UK and Scottish renewable energy electricity generation targets during the lifetime of the Structure Plan. Whilst there are environmental benefits to be derived from using renewable sources of energy, wind turbines can be intrusive in the landscape and can have adverse impacts on settlements, residents and tourism. The purpose of Policy R1 is to provide guidance for developers on the criteria that must be met in order to gain support for their proposals to ensure they are located where any impacts are of an acceptable magnitude.

MINERALS

INTRODUCTION

3.424 Minerals are important natural resources but are non-renewable, at least within human timescales. Fife has been bestowed with rich deposits of a variety of minerals including igneous rock, sand and gravel, coal, brick clay, refractory fireclay, silica sandstone, building sandstone and limestone. There is also a potential to reuse waste materials such as construction / demolition debris as substitutes for naturally occurring minerals. Controlled extraction can be made more sustainable and minimise environmental impacts.

POLICY FRAMEWORK

3.425 Government guidance is contained in NPPG4 'Land for Mineral Working' (1994, amended 2001) and SPP16 'Opencast Coal' (2005) NPPG4 is currently the subject of review via SPP4 'Mineral Working Consultation Draft'. They require planning authorities to make mineral extraction sustainable while planning positively for minerals to meet society's needs.

3.426 Planning authorities are required to safeguard deposits from sterilisation; protect areas of importance to natural and built heritage; achieve improved operating standards and sensitive working practices; achieve a high standard of restoration, after-care and beneficial after-uses; and facilitate recycling and reuse of wastes. NPPG4 requires planning authorities to provide for a 10 year landbank of consented reserves for construction aggregates, for an appropriate local market at all times. It does not, however, identify market area boundaries, indicating this is a matter for planning authorities to resolve on their own or in consultation with neighbouring authorities if the market area covers more than one local authority area.

3.427 In order to comply with NPPG4, planning authorities must provide for a landbank of permitted reserves equivalent to at least 10 years' extraction. The Minerals Subject Local Plan (2004) addresses this issue and estimates that Fife has a sufficient supply of aggregates to last until the end of 2012. SPP16 requires structure plans to identify broad areas where opencast coal and related minerals developments may be environmentally acceptable or provide local benefits such as jobs or land improvements.

3.428 The Community Plan for Fife emphasises the importance of developing a diverse, inclusive and prosperous economy whilst safeguarding and improving the environment. These guiding principles are particularly relevant to the issue of mineral extraction. Key milestones include:

- Reducing unemployment levels towards the Scottish average;
- Achieving an increase in the volume of freight transported by rail;
- Reducing the area of derelict land;
- Increasing the population of priority species; and
- Reducing the loss of semi-natural habitat

BASELINE INFORMATION AND ISSUES

Geology

3.429 The oldest rocks in Fife are igneous andesitic and basaltic lava flows interbedded with sedimentary rocks located in North Fife in the eastern Ochil and North Fife Hills. Igneous intrusions in the form, of basalts and dolerites occur in many areas and these have given rise to several hardrock quarries in mid and west Fife. Sedimentary rocks underlie much of the rest of Fife forming the lowlands. However, there are significant exceptions, including the Lomond, Cleish and Benarty Hills that were mainly formed from a dolerite sill intrusion. The sedimentary rocks include sandstones, mudstones, limestones and coal and are of particular economic importance. Fife has a long tradition of coal mining, the quarrying of sandstone for specialist building purposes and also the extraction of limestone for industrial and agricultural purposes

3.430 The geology of Fife has been extensively modified by glacial action. Sands, gravels and clays have been deposited by melting glaciers and decreasing sea levels. These deposits are particularly significant in north and east Fife, although localised deposits also occur in the Leven valley.

3.431 Minerals are finite and their consumption is not sustainable. However, a pragmatic approach seeks to conserve minerals, minimise waste through efficient production techniques and appropriate use of high quality materials. In general sensitive working practices are encouraged in order to conserve and enhance the overall quality of the environment.

Mineral Extraction in Fife

Construction Aggregates

3.432 There are three sources of construction aggregate: crushed hard rock including igneous rock, limestone and gritstone; sand and gravel; and recycled materials such as waste materials and construction/demolition wastes. Aggregates are an important raw material used in the construction of roads, buildings, and for railway ballast and coastal protection armour. Most of the aggregates produced in Fife are transported by road.

3.433 Published information on the movement of aggregates is limited. Aggregate producers have strictly controlled information on annual production and the destination and end use of their products, in the interests of commercial confidentiality. However, there are signs that this is changing and the Minerals Subject Local Plan aims to encourage data sharing and co-operation. A study carried out by Fife Council in 2001 indicated that whilst Fife was a net exporter of aggregates, 70% of its production was retained within its boundaries. This is broadly consistent with earlier official figures, which ranged from 75% in 1985 to 60% in 1993.

3.434 Earlier official figures indicated that Fife supplied aggregates to surrounding areas in east central Scotland and, to a lesser extent, to west central Scotland. However it also imported aggregates from these areas equivalent to almost 10% of its production. For the reasons mentioned above, it has not been possible to define market area boundaries precisely.

Hard Rock

3.435 Igneous rock is the main source of crushed rock aggregate. It is used for a variety of essential purposes including road surfacing, railway ballast, decorative chippings, and "armour" for coastal protection.

3.436 The British Geological Survey (BGS) publication 'Central Scotland Mineral Portfolio: Hard Rock Aggregate' (1984) identified Fife's igneous rock deposits by potential for use by the construction industry. The best quality resources, the intrusive rocks, are located in an approximately east - west strip running through the middle of Fife including the Inverkeithing area; Roscobie Hill, Blairadam; Benarty Hill; the Lomond Hills, Clatto Hills, and in the area between Colinsburgh and Cupar. The major deposits of extrusive rock lie in the Ochil Hills that form a north-east - south-west strip, south of the Tay Estuary. The precise extent of these deposits has not yet been quantified.

4.437 There are currently seven hard rock quarries operating in Fife of which two operate intermittently. A further three quarries are dormant. According to the Business Statistics Office, Fife has produced an average of 1,363,000 tonnes of crushed rock aggregate per annum between 1996 and 2000 inclusive. Assuming Fife's production figures remain proportional to the Scottish figures for 1996 –2006 approximately 1.3 million tonnes of hard rock would have been produced in 2002.

Sand and Gravel

3.438 Most of the sand and gravel deposits in Fife are located in the north east. A relatively large deposit lies in the north of Central Fife with a few small deposits in West Fife. An estimate of the volume of sand and gravel in 1977 indicated 17 million tonnes in West Fife, 92 million tonnes in Central Fife and 328 million tonnes in East Fife. However, development and extraction will have reduced these deposits considerably.

3.439 Gravel is, to some degree, interchangeable with crushed rock aggregate, whilst sand is used in road construction materials, concrete and building mortars. Most Fife sites are above the natural water table but wet working has taken place in the Collessie area. Imaginative restoration has created valuable new wetland habitats and recreational facilities.

3.440 There are eight sand and gravel pits in East Fife and one in Central Fife. In 2002 they produced 620,000 tonnes of sand and 476,000 tonnes of gravel. Fife's gravel is used for concrete and hoggin/fill.

3.441 Sand and gravel can also be won from the marine environment. Dredging for these materials is controlled by both the Government and the Crown Estates Commissioners. Fife Council is consulted on proposals for marine dredging as Coast Protection Authority. Until relatively recently a fine grained sand for specialist purposes was dredged from the Tay Estuary and landed at Perth. A licence was also granted in

2000 for the dredging of up to six million tonnes sand and gravel from the Forth estuary, although no operations have yet commenced.

Coal

3.442 Fife has extensive deposits of coal, which lie in a strip stretching from Kincardine in the west, north of Dunfermline, between Kirkcaldy and Glenrothes to the East Neuk. Many of these deposits are shallow (defined as being less than 50 metres below the surface by the Coal Authority) and as such are conducive to extraction by opencasting. The Coal Authority is the statutory body charged with overseeing the management of the nation's coal resources. Individual sites are operated by the private sector. The coals in the extreme east are considered to be of little commercial interest. Large deposits also underlie the Firth of Forth between Kirkcaldy and Musselburgh and the upper estuary south of Kincardine.

3.443 Due to the presence of extensive shallow measures, there has been a steady demand in recent years for new opencasting consents and the Structure Plan aims to direct operators to the most sustainable locations for extraction, whilst avoiding undue concentration. There are currently five operational sites, while another has consent for extraction. Their output serves the power generation, industrial and domestic fuel markets. In addition there are sites which are in various stages of restoration.

3.444 Information on opencast coal production is compiled annually by the County Planning Officers' Society and this indicates that Fife had 2,170,000 tonnes of coal with planning permission for extraction as at March 2002. Although Fife has a long history of deep mining, the last such mine at Longannet, closed in 2002.

Coalbed Methane

3.445 Methane occurs naturally in coal seams. Drilling operations are undertaken to evaluate commercial viability and to install the pipes to tap deposits, which are found to be viable. When gas is being extracted, problems can arise from de-watering, especially in areas of old workings where the water can be polluted. Ground stability problems can also occur as a result of loss of hydraulic support. Interest in a site in the Lundin Links area has not been progressed.

Coal Gasification

3.446 Gas can be produced from in situ coal by a process known as coal gasification, which is considered as a clean coal technology. The Coal Authority is undertaking a programme of development work and, if the process proves practicable, it could be developed in the future to tap energy from undisturbed coal deposits.

Oil and Natural Gas

3.447 It is likely that oil and natural gas exist under Fife. It is not known, however, whether seismic surveys have identified any potential reservoir rock structures. There are no proposals for test drilling or commercial exploitation.

Fireclay and Brick Clay

3.448 Refractory grade fireclay and brick clays can occur as stand-alone deposits or in association with coal measures, when they are termed "seatclay". There is currently little demand for refractory grade fireclays. Seatclay and brick clay are used in brick manufacturing. Until recently, brick clay was extracted from Brotus Quarry near Cults. Seatclays are extracted as a by product from opencast coal sites. There is often a mismatch, however, between demand for seatclay and coal production rates. Complete extraction of all seatclays is often impracticable. In such situations it is backcast into worked out areas together with the other overburden materials and sterilised.

3.449 It is likely that deposits of refractory grade fireclays exist in Devilla Forest and parts of Burrowine Moor in west Fife and that deposits of refractory grade materials may exist in association with coal measures coals in the Kincardine area.

3.450 Stand alone materials should be protected as they could be required in the future, whilst seatclays enjoy the protection given by their associated coals. Much of southern Fife has deposits containing potential brick clays but it is impracticable to protect all of them. The Brotus deposit however is worthy of protection and the use of materials from opencast sites should be encouraged where practicable. Bricks and other ceramic products such as pottery can also be produced from glacial clays.

Limestone

3.451 Limestone has been mined and quarried in the past at numerous locations in Fife, but BGS studies indicate that there are no major remaining limestone deposits. In general Fife beds are thin, although some may be of local importance. It is used as filler in road surfacing material, for construction aggregate, by the chemical industry for cement, as a metallurgical flux by the steel industry, and for lime mortar for use in conservation projects. Most of Fife's current needs are served by imports from East Lothian, Ayrshire and England. Local ground (powdered) limestones were used for agricultural purposes but now magnesian limestone, hauled by road from the north of England, is used for this purpose. However, there is a continuing case for protecting the more significant deposits for potential future use.

Silica Sandstone

3.452 Silica sandstone provides moulding sand for the metals industry and is also used in the manufacture of glass and for sports purposes. High quality silica sandstone for glass making is worked at two large quarries, Devilla Forest and Burrowine Moor, in West Fife. BGS also considers that there may be silica sandstones in the Kirkcaldy - Leven area, but these are as yet unproven. Deposits of aeolian sands, especially those in the Tentsmuir Forest area, are considered by BGS to have a potential for use as a source of silica sandstone.

Building Sandstone

3.453 The demand for sandstone from the construction industry is limited but there is a niche market for this material for conservation work. This situation is likely to continue unless there is a substantial shift to traditional methods using dimension stone. Quality sandstone occurs at a few locations in Fife including Cullaloe, near Aberdour and Newbigging, near Burntisland. Sandstone from Cullaloe has been used in the construction of several historic buildings including The Royal Scottish Academy and St Giles Cathedral. This type of quarrying is usually carried out on a limited scale.

Peat

3.454 The main market for peat is the horticultural industry. There have been concerted efforts to find substitute materials but demand still remains for this natural product. Most Fife deposits are in areas protected from extraction due to their natural heritage value.

Metalliferous Ores

3.455 Small deposits of lead have been worked in the past near Inverkeithing, in the Lomond Hills and near Kemback, but no commercial deposits are currently known to exist.

Waste Materials and Construction/Demolition Wastes

3.456 Waste material, capable of reducing the need for naturally occurring minerals, is often dumped in landfill sites or stored in tips, bings and lagoons. The reuse of these materials is consistent with the principles of sustainability as it assists in reducing consumption of finite natural resources and use of landfill capacity. Opportunities exist to reduce the consumption of primary materials by addressing over-specification of aggregates, particularly for bulk fill and by recycling other waste arising from construction and demolition waste, colliery spoil and furnace ash/slag.

Key Issues

3.457 The key issues are to to promote the sustainable extraction of minerals, including active support for the use of recycled materials, in order to minimise the need for extraction of primary minerals; to safeguard mineral deposits that may be of commercial interest avoiding unnecessary sterilisation; to support the identification of a landbank for aggregates equivalent to at least a ten years' supply; to identify broad Areas of Search for opencast coal taking into account the location of shallow coal deposits; the need to protect communities and the environment; and the extension of the scheme for the funding of compensatory works to all of Fife's mineral operators.

POLICY JUSTIFICATION

Policy M1: More Sustainable Mineral Extraction

3.458 Policy M1 recognises that natural mineral resources are needed to meet needs arising in Fife and the surrounding area. It also recognises there is scope to reduce the dependence on primary minerals won from quarries and therefore promotes the use of recycled or other secondary materials from more sustainable sources.

Policy M2: Minerals Trust Fund

3.459 Mineral extraction is disruptive and those communities directly and indirectly affected should be compensated. Policy M2 encourages mineral operators to contribute to the Fife Minerals Trust Fund that would provide funding for appropriate projects throughout Fife.

Policy M3: Construction Aggregates

3.460 The purpose of Policy M3 is to restrict the release of finite natural aggregates to levels that accord with the landbank requirements of NPPG4 after account is taken of the contribution from secondary and other sources.

Policy M4: Opencast Coal Operations

3.461 The purpose of Policy M4 is to identify the strategic criteria against which proposals would be evaluated.

WASTE MANAGEMENT

INTRODUCTION

3.462 Waste is the unwanted by-product of industrial, commercial and domestic activities or anything otherwise discarded. Wastes arise from a number of different sources. Wastes controlled under the Environmental Protection Act 1995 include household, commercial, industrial, special, inert and demolition wastes. Wastes controlled through other legislation include: agricultural, mines and quarries, radioactive and explosives wastes. Local authorities are responsible for the provision of a household waste collection and disposal services and commercial waste collection and disposal where requested

POLICY FRAMEWORK

3.463 The EU Landfill Directive (1999) requires waste to be recovered or disposed of without endangering human health or harming the environment. Through additional regulations on packaging and landfilling, the EU aims to minimise and promote the reuse of materials and to significantly reduce waste being disposed of to landfill sites.

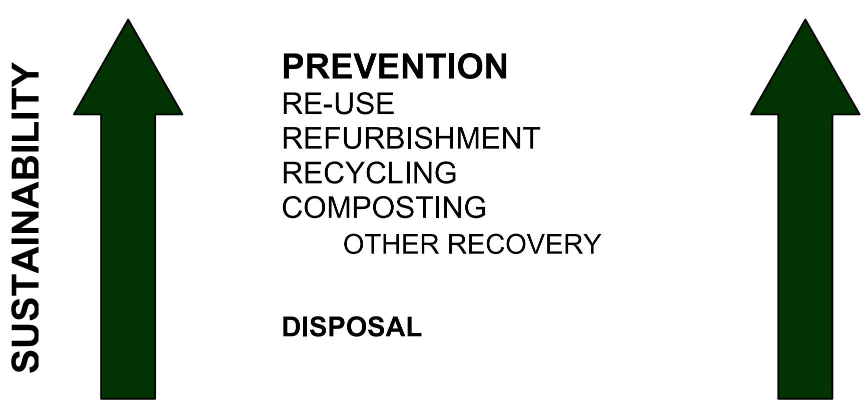
3.464 The Landfill Directive has significant implications for waste management practices in the UK which include:

- The reduction of the landfilling of biodegradable waste;
- The pre-treatment of waste before landfilling;
- Banning co-disposal of hazardous and non-hazardous waste;
- The stricter requirements for new and existing landfill sites;and
- Most whole tyres banned from landfill from 2003, shredded tyres banned from 2006.

3.465 The Landfill Tax was introduced in the UK to reflect the “environmental cost” of landfilling and to encourage waste minimisation and reuse. The Environmental Protection Act 1995 placed a duty on SEPA to prepare a National Waste Strategy (NWS). This was published in 1999 and the main objectives of the strategy are as set out in Schedule 12 of the Act (Appendix 12.1).

3.466 The NWS establishes the key principles to be taken into account in creating a sustainable future for waste management. These were taken into account in preparing the Fife AWP. They include the waste hierarchy, the proximity principle and the Best Practicable Environmental Option (BPEO).

Figure 3.38: The Waste Hierarchy



3.467 The proximity principle and self-sufficiency means that waste should be treated or disposed of as near as possible to the point where it arises. At present most of Fife's waste originating in Fife is managed in Fife, with the exception of waste requiring specialist treatment such as hazardous wastes and wastes being sent for recycling.

3.468 The BPEO measures the impact of waste management and establishes, for a given set of objectives, the option that provides the most benefits or the least damage to the environment as a whole, at an acceptable cost and in the long as well as short term. The AWP gives the BPEO for municipal solid waste only.

Best Practical Environmental Option

- Prevent the generation of waste at source wherever possible;
- Increase the collection of segregated, dry recyclates and compostable material;
- Increase the recycling of paper, card, plastic and metals;
- Increase the composting of putrescible wastes, e.g. garden and kitchen waste;
- Potential treatment of residual waste after 2013, by energy from waste plant (EfW) or by other means; and
- Reduce the amounts of waste to be land-filled

3.469 The NWS identified 11 Strategy Areas of which Fife forms one and in 2003 the 11 Area Waste Plans (AWP) and a National Waste Plan (NWP) were produced. Fife's AWP was prepared by SEPA and Fife Council, working in partnership with local interests such as Scottish Enterprise Fife, the waste industry and waste producers, the public and local interest groups.

3.470 NPPG10 'Planning and Waste Management' states that planning authorities have a duty to provide policies for suitable waste disposal facilities and to facilitate the land supply required. It requires development plans to identify sites consistent with the NWS. Structure Plans should provide a strategic view of waste management, paying attention to the level of waste arising and the required waste management facilities set out in the AWPs. Structure Plans should also identify the strategic areas suitable for waste treatment and disposal facilities.

3.471 PAN63 recommends that planning authorities should establish policies to encourage developers to minimise the generation of construction and demolition waste and ensure that recycling points are designed into large scale housing and commercial developments. The Development Plan should assess where the required facilities arising from the AWP should go and identify strategic areas suitable for waste management facilities

3.472 The AWP and Fife Council's Waste Strategy are the principal strategies for the management of municipal waste and a range of new development will arise from it in respect of facilities for recycling, composting and recovery. The Development Plan will provide a policy and land use framework to support such development.

3.473 The AWP is the principal strategy for Fife's waste management and the progress of the plan is monitored on an annual basis. The AWP sets out the maximum biodegradable municipal waste to landfill in target years, defines the BPEO for meeting targets, lists the actions to be pursued to progress the BPEO and identifies the infrastructure requirements. The annual Progress Reports will review the progress of actions set in the original AWP, and more appropriately set out new actions in the revised Action Plan. Liaison between SEPA and Fife Council ensures that the latter is working to improve the performance to meet emerging requirements. The original AWP concentrated on municipal waste issues. However, the AWP Action Plan requires to be extended to address the future of all waste arisings in Fife and it is planned to complete this by mid 2007.

3.474 The Fife Council Waste Strategy was approved by the Environment and Development Committee in June 2004. This sets out the objectives and actions for Fife Council in the short to medium term that are considered necessary to enable it to meet its recycling targets and landfill diversion obligations for biodegradable wastes, including garden wastes.

3.475 The Strategy is partially funded by the Scottish Executive's Strategic Waste Fund. Initial funding for 2003 to 2006 provided for kerbside waste paper collections to 140,000 households, kerbside green waste collections from 15,000 households, improvements to existing Recycling Centres and an extension of the Recycling Point Network. Additional Scottish Executive funding up to 2005 has enabled the Council to divert 85,000 tonnes of waste away from landfill per year. Funding for the period 2006 – 2020 is awaited and this will allow an extension of the original initiatives until the end of this period, an expansion of the kerbside green waste collections, which currently serves 40,000 households, to over 60,000 households, major improvements to existing Recycling Centres and new facilities at Tayport / Newport, St Andrews, Levenmouth and Dalgety Bay.

3.476 Fife has improved its rates for municipal waste recycling and composting from 2.3% in 2001/02 to about 25.1% for the period from the financial year 2004-05.

3.477 Fife Council and its Community Partners have a number of strategies that are relevant to the issue of waste management. The Environmental Strategy for Fife (Take a Pride in Fife) promotes waste awareness through the Waste Aware Fife Campaign and the Fife AWP. It encourages the wider community to participate in recycling and composting schemes, encourages the inclusion of "Bring Sites" in new developments and implement sustainable procurement and purchasing practices. A Stronger Future for Fire: Fife's Community Plan (Revised Edition 2004) updates the 10 year vision of Fife. The key relevant milestones for waste management include a reduction in the use of landfill for waste disposal increase in recycling, and a reduction in the area of dereliction. The Community Plan also promotes increasing recycling rates to 23% by 2006 as part of an integrated waste management's strategy.

BASELINE INFORMATION AND ISSUES

3.478 The AWP assumes that there will continue to be 2% growth in waste arisings. Table 3.40 sets out the diversion levels required to meet the targets for reduced biodegradable municipal waste (BMW) going to landfill.

Table 3.40 BMW Diversion; tonnes

Year	MSW Arisings	BMW Arisings	Permitted BMW to Landfill	Diversion of BMW
1998	200,140	120,090	N\A	N\A
2010	253,830	152,300	88,760	63,540
2013	269,360	161,620	59,170	102,450
2020	309,410	185,650	41,420	144,230

Source: Fife Council Environmental Services

3.479 The amount of BMW that each authority will be permitted to landfill will be controlled through a system of landfill permits and the Scottish Executive will determine whether local authorities can trade their allowances. Under Section 4 of the Waste and

Emissions Trading Act 2003, Ministers are obliged to make an allocation of allowances to local authorities within the allocation of allowances to individual local authorities for each scheme year. The 'Scheme Year Regulations' (The Landfill (Scheme Year and Maximum Landfill Amount) Regulations 2004 S.I. No. 1936) set limits on total allocations in Scotland for each year, and were made with the agreement of Scottish Ministers. Allocations have been made up to the first scheme year in 2009/10.

3.480 The Area Waste Plan sets out an indication of the key facilities required to deliver the BPEO. (Table 3.41) These requirements may vary over time and the plan period as the option is evaluated and methods and technologies for waste management are firmed up.

Table 3.41 Waste Infrastructure Requirements

Type of Facility	Capacity (tonnes)			**Infrastructure Requirements**
	2010	**2013**	**2020**	
Segregated recyclates recovery by Materials Recycling Facility (MRF), or simple baling and transfer station	50,000	70,000	100,000	1 MRF required; up to 4 existing transfer stations may require modifications
In-vessel composting and open windrow	30,000	60,000	80,000	Minimum of 2separate facilities; 1 (small-scale) exists now at Lochhead landfill.
Combined heat and power, or other thermal treatment	0	15,000	50,000	1 facility or shared access to a facility in neighbouring area; requirement is dependent on the level of waste growth.
Engineered landfill for residual waste	180,000	135,000	90,000	2 currently operated by Fife Council at Lochhead and Melville Wood.

Source: Fife Council Environmental Services

3.481 The capacity of Lochhead landfill is 6 million cubic metres and has a life of 20+ years, depending on recycling rates. The Melville Wood landfill site has capacity with a life of about 10 years. Under the terms of the Landfill (Scotland) Regulations 2003 these sites must obtain Pollution Prevention and Control permits in order to continue to operate after October 2007 and Fife Council is currently working towards securing these permits. The council is also progressing proposals to generate electricity powered by landfill gas gathered from these sites.

POLICY JUSTIFICATION

3.482 The issue is not one of available capacity for landfill for biodegradable municipal waste, but location as Lochhead is not well located to serve East and Central Fife. To meet the key principle of proximity to the sources of waste, a site for future landfill to serve East and Central Fife may need to be identified to replace Melville Wood, or an extension to the site negotiated and agreed with the neighbouring land owners. A replacement for Melville Wood should be a multi-function waste management site to accommodate landfill, a MRF, composting and transfer station.

3.483 The Fife Structure Plan 2002 included a policy to safeguard the former Scottish Coal opencast site at Westfield for the development of a waste management site as part of a strategic network. With the publication of the NWP and the Fife AWP, this site is not at present required as part of a strategic, cross border municipal waste disposal network. The Westfield waste management facility was granted planning permission following a local public inquiry. When implemented the development could provide waste management facilities to dispose of some of Fife's municipal waste arising. However, Westfield has potentially a much greater role in disposing of the non-municipal waste arisings for Fife, which until now has not been addressed in the Area Waste Plan.

3.484 From 2013 there is likely to be a requirement for additional facilities to reduce the amount of biodegradable waste going to landfill. The AWP assumes that this will be combined heat and power or other thermal treatment, plant and that it will be either developed by Fife Council or in conjunction with a neighbouring authority. Proposals for an energy producing waste treatment plant producing more than 50 MW would be determined by the Scottish Executive.

3.485 SEPA has produced guidelines on the use of incineration for waste treatment. These indicate that incineration should contribute to the NWS; should not burn all of an area's waste but be part of an overall strategy that includes effective recycling; that the waste should be separated before treatment; and the process should include energy recovery.

3.486 Potential sites for energy from waste sites may need to be identified and safeguarded after 2010. The Development Plan will provide guidance on the criteria for identifying potential waste for energy and other waste management facilities to accommodate such methods as a waste materials recycling facility, composting a transfer station and energy recovery or other treatment. Where possible sites should be located where heat and power produced can be used locally and is located with regard to the sources of waste to be treated or to the site of waste separation.

3.487 These will be the principal strategic requirement for waste management. More detailed policy and guidelines to support the delivery of locally based sites for recycling and design issues will be developed thorough the Area Local Plans.

Policy W1: Strategic Waste Management

3.488 The policy seeks to ensure that the requirement of the National Waste Strategy and the most current Fife Area Waste Plan are met. The policy identifies the preferred areas for waste management facilities and the anticipated facility requirement to ensure that disposal by landfill is minimised.

CHAPTER 4

SAFEGUARDING AND IMPROVING FIFE'S ENVIRONMENT

LANDSCAPE SETTING OF ST. ANDREWS AND DUNFERMLINE

INTRODUCTION

4.1. Fife has a rich historic built environment and the historic cores of St Andrews and Dunfermline are internationally important. These historic cores also have a special relationship with their setting in the landscape. The approved Structure Plan protects critical views to and from these historic cores and recognises the need to define Green Belt at St Andrews and Dunfermline in the respective Area Local Plans.

POLICY FRAMEWORK

4.2 SODD Circular 24/1985 'Development in the Countryside and Green Belts' includes principles for the establishment and operation of Green Belt policy. SPP15 'Planning for Rural Development' (2005) states that Green Belts will continue to restrict most new development and play a key role in maintaining the setting and separation of towns and cities. SPP21 'Green Belts: Consultative Draft' (2005) proposes a strong presumption against developments in Green Belts but where it is considered necessary proposed land releases should be taken forward as part of a long term settlement strategy.

BASELINE INFORMATION AND ISSUES

4.3 The designation of Green Belt adjacent to St Andrews and Dunfermline is a policy of the approved Structure Plan and its aim is to preserve the existing critical views to and from the historic cores and the landscape setting of these towns. The plan recognises the national and international importance of these historic cores and the importance of protecting the landscape setting of the towns in order to preserve the critical views.

4.4 However there is a need to take account of the need for both Dunfermline and St. Andrews to accommodate further development over the next 20 - 30 years. Green Belt objectives and further development must be reconciled and this will be fully considered when the detailed Green Belt boundaries are defined in the relevant Area Local Plans. The option of retaining Green Belt controls over institutional growth to help ensure the highest standards of new landscape, building form, layout and design is a matter to be considered in these Local Plans. The areas identified as Green Belt will have a positive role to play in providing opportunities for access to the countryside for informal recreation and for landscape and ecological enhancement, linking open spaces within the two towns to the surrounding countryside.

Key Issues

4.5 The key issue for St Andrews is the extent by which it should grow over a long timescale. The town needs to accommodate further employment land to grow the economy, deliver affordable housing, yet requires a Green Belt to protect and enhance the landscape setting of the town.

4.6 The key issue for Dunfermline is reconciling the need to accommodate new development centred on its historic core and protect the landscape setting of that historic core. The designation of a Green Belt to the south-west of Dunfermline must reconcile these two competing factors.

POLICY JUSTIFICATION

Policy ENV1: Landscape Setting of St Andrews and Dunfermline

4.7 The purpose of Policy ENV1 is to protect existing critical views to and from the historic cores of St Andrews and Dunfermline by guiding the new development required in the Structure Plan period and beyond in both communities to appropriate locations in environmental terms and landscape terms. The policy, implemented via Local Plans, will therefore have clear benefits in terms of protecting both the natural and built environment surrounding St Andrews and Dunfermline.

NATURE CONSERVATION

INTRODUCTION

4.8 Fife is characterised by key features of coastline and estuaries, river systems, and agricultural land. These features support rich and varied natural heritage assets including distinctive landscapes, estuarine habitats with their internationally important bird populations, the diverse habitats and wildlife of the freshwater river systems, and the farmed landscape which, although focused upon intensive food production, also incorporates many valuable habitats particularly in the uplands.

POLICY FRAMEWORK

4.9 The main obligations at a European level in relation to habitats and species stem from the 1979 EC Birds Directive, the 1992 Conservation of Natural and Wild Flora and Fauna ('Habitats') Directive and the Ramsar Convention of 1971. These are given force in UK law by the Conservation (Natural Habitats) Regulations 1994. These directives and obligations require member states to take measures designed to maintain or restore certain natural habitats or wild species. Further guidance on the Habitats and Birds Directive is contained within the Scottish Executive's Circular 'Habitats and Bird Directives: June 2000' which updated Scottish Office Circular 6/1995. The National Parks and Access to the Countryside Act 1949 introduced the concept of National Nature Reserves (NNRs), Sites of Special Scientific Interest (SSSIs) and conferred powers on local authorities to designate Local Nature Reserves.

4.10 The Nature Conservation (Scotland) Act 2004 places a duty on all public bodies and office-holders in Scotland to further the conservation of biodiversity (Biodiversity Duty). This to be guided by the Scottish Biodiversity Strategy (SBS) which was produced by the Scottish Biodiversity Forum and launched in May 2004. Implementation Plans for the SBS for 2005-2008 are being produced and these focus on interpretation; communication and education; urban biodiversity; rural biodiversity; marine biodiversity; local diversity, and cross-cutting issues.

4.11 The 2003 Fife Local Biodiversity Action Plan (LBAP) takes account of the national draft strategy whilst working to the original broad goals. It prioritises achievable, effective action for biodiversity and is integrated with 'Take a Pride in Fife' (TAPIF), helping deliver the Community Plan environmental theme. It is led by the Fife Biodiversity Partnership involving some 20 organisations including Fife Council and members of the public. The LBAP process is funded by Fife Council, SNH, the Fife Environment Trust and RSPB Scotland, with an LBAP Co-ordinator post based in Fife Council. The 2003 edition sets the priorities for the next three years after which the LBAP will be reviewed and its progress assessed.

4.12 Scottish Natural Heritage's (SNH) 'Natural Heritage Futures', is a suite of 21 publications to guide the future management of natural heritage towards 2025. The Structure Plan has a role in assisting the achievement of these objectives. SEPA's River Basin Management Plans to be produced by 2009 may also require to be implemented via the Development Plan.

4.13 NPPG14 'Natural Heritage' sets out the Government's policies on natural heritage. It requires Structure Plans to include policies to protect and enhance the natural environment.

4.14 PAN60 'Planning for Natural Heritage' emphasises that new development can play a role in improving the environment, through, for example, the restoration of derelict land. It highlights the planning system's important role in safeguarding the natural heritage, encourages planning authorities to assess their natural heritage resources and take steps to protect it by means of Biodiversity Action Plans, Landscape Character Assessments and other mechanisms.

BASELINE INFORMATION AND ISSUES

4.15 Fife's 10,000 species of plant and animal life illustrate the diversity of the natural heritage but over the past century, many species have declined in number owing to changes to, and a decrease in the extent of, their habitats. Only 5% of Fife's land cover can now be classed as semi natural, that is habitat which is largely natural in origin. These changes are often a result of human activities, particularly agriculture, management of the environment and new development. The felling of native woodland species and draining of wetlands are examples of habitat loss.

4.16 The Fife Environmental Recording Network (FERN 1992) has now expanded its role to the wider environmental sector, providing information and analysis on all aspects of wildlife, biodiversity, and other environmental information, with an aim to provide a high quality environmental information service for Fife. Information held by FERN has assisted in identifying sites of regional and local importance for nature conservation.

Designated Sites

4.17 The Structure Plan seeks to conserve sites or areas which are important for their natural heritage value. Whilst designation is an important material planning consideration it does not preclude appropriate and sensitive development. However, where development is permitted it has to meet strict criteria. It is not uncommon for one designation to overlap another as is the case with SSSIs and NNRs. The full hierarchy of designated sites is detailed below.

International

4.18 Internationally designated sites are Ramsar Sites (important for waterfowl and other wetland birds), Special Protection Areas (SPAs) (important for protecting a range of rare, endangered and migratory bird species and their habitats), and Special Areas of Conservation (SACs) (which are intended to play a key role in ensuring that rare, endangered or vulnerable habitats and species (other than birds) of European significance are protected. Under the Habitats Directive, SPAs and SACs form a network of protected areas known as Natura 2000 sites

National

4.19 Sites of Special Scientific Interest (SSSIs) are areas which are of special interest in a national context. They form the main national nature designation, which acts as a basis for other designations, including those of international status. This designation is currently under review. National Nature Reserves (NNRs) are areas considered to be of national importance for their natural heritage interest. All NNRs are also SSSIs. In contrast to those SSSIs which have not been designated as NNRs, those which are NNRs are managed with nature conservation as the primary objective.

Regional

4.20 Regional and local nature conservation sites will be protected by policies contained in Local Plans. In Fife there are 3 Ramsar Sites, 4 SPAs, 3 NNRs, 54 SSSIs and Local Nature Reserves.

Fife Habitat Surveys

4.21 Habitat surveys have been undertaken throughout most of Fife. The rural Phase 1 study 1995/96 provided a record of semi-natural vegetation and wildlife habitats while the urban survey of all open spaces and sites with a higher nature conservation interest was undertaken in 1999 at Phase 1 or Phase 2 level as appropriate. The data obtained is held by FERN and it has been used to produce the Fife LBAP and to assist in assessing the ecological impact of development supporting Development Plan policies and informing development control decisions. The studies have also assisted in assessing the suitability of sites for designation as Wildlife Sites and the consideration of any future management actions especially in the urban areas where undeveloped sites of considerable importance to wildlife can come under pressure for development.

Key Issues

4.22 The capacity of the landscape to accommodate new development is an important consideration when allocating land uses. Fife Council is preparing Landscape Plans and these have provided an input into Structure Plan and Area Local Plans.

4.23 New development can impact upon nature conservation in the form of habitat loss, increased disturbance and the potential for pollution. Despite this, it need not be incompatible with nature conservation and can indeed have a positive effect. When new development takes place, there is often an opportunity to enhance existing features or to create new habitats. This can often be achieved at minimal cost through, for example, sensitive landscaping or as part of a restoration process. Birnie Loch near Collessie illustrates what can be achieved. Quarrying operations can expose interesting geological features that would otherwise remain hidden. It is important therefore that developers consider the ecological impact of development prior to work starting.

4.24 Protection of the natural heritage is often seen as being inconsistent with social and economic benefits. This need not be the case. An attractive and rich environment can be a positive asset in attracting inward investment and in making towns, villages and countryside pleasant places in which to live. Natural heritage sites, for example in the form of Local Nature Reserves, can act as a valuable educational resource for local communities.

4.25 SEPA's Habitat Enhancement Initiative (HEI) is an example of what can be achieved through partnerships between organisations. The aim of this initiative is to encourage improvements to habitats.

4.26 Fife is characterised by its 211km coastline from Kincardine on the Upper Firth of Forth to Newburgh on the Upper Firth of Tay. The coast has an important role in the economy of Fife. Criteria for defying the developed coast and undeveloped coast and policies with regard to development on the coast will be contained in Local Plans.

4.27 Agriculture is a principal part of the rural economy. Prime quality agricultural land is a scarce resource which will be protected from unplanned development by a Local Plan policy.

4.28 Included in the aims of the Structure Plan are the promotion of access to and the understanding and enjoyment of the natural heritage in a sustainable way. This can add considerably to the quality of life of residents. The natural heritage is not just confined to the countryside however. In towns and villages, the maintenance and enhancement of green space can often provide the only opportunity for people to keep in frequent contact with nature. It is important that new development in the countryside, especially in Areas of Great Landscape Value, is of a high quality. Policies to address this issue will be included in Local Plans.

POLICY JUSTIFICATION

Policy ENV2: Nature Conservation – International Sites

4.29 Policy ENV2 seeks to protect natural heritage sites, which have been identified as being of international importance, from potentially damaging development.

Policy ENV3: Nature Conservation – National Sites

4.30 The purpose of Policy ENV3 is to protect sites of natural heritage sites of national importance from the harmful effects of development. However, it is accepted that if a proposed development has social or economic benefits of national importance, these may take precedence.

Policy ENV4: Nature Conservation Enhancement

4.31 The purpose of Policy ENV4 is to encourage developers to consider the impact of their proposals on nature conservation interests and, where possible, to secure benefits to the natural heritage through enhancing existing habitats or the creation of new habitats.

BUILT ENVIRONMENT

INTRODUCTION

4.32 Fife benefits from a rich and distinctive built heritage stretching back thousands of years. This legacy has helped to shape the landscape and bestows upon it a unique identity and sense of place. Various peoples and events ranging from early hunter-gatherers, Iron Age peoples and Picts, through to the Industrial Revolution and two World Wars have helped create Fife's landscapes and townscapes, leaving behind an inheritance of diverse features including churches, castles, houses, settlements, burial grounds, defences (both ancient and modern), gardens and industrial remains. This cultural heritage adds to the visual interest of towns and villages and contributes to quality of life.

4.33 The built heritage is an irreplaceable resource, which, once modified or destroyed, cannot be replaced. Historic areas are not immune to economic decline and population loss, which in turn can lead to neglect and deterioration of buildings. The most attractive feature of many of our towns, their historic centres, are characterised by narrow or winding streets and are therefore unsuitable for new large scale development. This should not however, be seen as a problem or a constraint to all forms of new development. These historic features can be turned into opportunities. For example, many redundant buildings can be put to a new use, providing that it is sensitive to their character and setting. It is important, therefore, not just to protect our historic environment but also to enhance it. Also, historic areas can benefit from positive management and in this way their character can be an asset which can act as a catalyst for economic regeneration.

Policy Framework

4.34 Conservation of the built heritage is the responsibility of a range of organisations from central government to individual landowners. Scottish Ministers, through Historic Scotland, are responsible for the legal protection of Scheduled Ancient Monuments (Ancient Monuments and Archaeological Areas Act 1979). However, not all nationally important remains that justify scheduling have yet been scheduled. In such cases, Historic Scotland is preparing non-statutory registers based on sites included within Sites and Monuments Records. These sites should be treated in the same way as Scheduled Ancient Monuments except that legal notification to Historic Scotland is not obligatory.

4.35 Local government also has an important role to play. Scottish Ministers are required to compile lists of buildings of special architectural or historic interest whereas local authorities are responsible for the planning and Listed Building control of these. In Fife there are currently about 280 scheduled ancient monuments, 4,700 listed buildings, 47 conservation areas, 24 of which are classed as outstanding for grant purposes by Historic Scotland, 15 sites included in the Inventory of Gardens and Designed Landscapes and 24 Archaeological Areas of Regional Importance.

4.36 The three pieces of primary legislation which underpin protection of the archaeological heritage are:

- The Historic Buildings and Ancient Monuments Act 1953;
- The Ancient Monuments and Archaeological Areas Act 1979; and
- The Town and Country Planning (Scotland) Act 1997.

4.37 NPPG5 'Archaeology and Planning' sets out government policy on archaeological remains and discoveries under the land use planning system. It encourages the preservation of sites and landscapes of archaeological and historical interest and seeks to promote the enjoyment and understanding of heritage. PAN42 'Archaeology' provides advice on good practice. This document highlights the fact that not all important sites have yet been scheduled.

BASELINE INFORMATION AND ISSUES

Table 4.1 Hierarchy of Sites

National	***Scheduled Ancient Monuments (all are archaeological sites)*** Protected Wrecks ***Inventory of Gardens and Designed Landscapes*** Listed Buildings – Categories A and B Outstanding Conservation Areas
Regional	***Archaeological Sites and Areas of Regional Importance*** Conservation Areas Listed Buildings – Category C
Local	Sites of Local Archaeological Importance (Listed in Fife's Sites and Monuments Record)

4.38 The distinctive historic environment in Fife is a good example of how the built heritage can assist in attracting visitors. Sites and buildings such as St Andrews Cathedral, the Wemyss Caves and Dunfermline Abbey are testament to this resource. The economic opportunities arising from tourism should therefore be maximised, albeit in a sensitive way.

4.39 Due to the nature of archaeological remains, some are only identified when development takes place. This is unavoidable. However, this potential problem can be addressed if appropriate mechanisms, including the funding of any work, are put in place in advance to deal with such a situation. The importance of fostering and maintaining close co-operation with developers is therefore of the utmost importance. Some developments have used innovative and imaginative ways to preserve archaeological remains, for example, by integrating them into landscaping.

4.40 Fife Council has a dedicated Archaeology unit which provides advice and information on archaeological matters. The Unit maintains a computerised database known as the Fife Sites and Monuments Record, which currently holds over 10,500 records of sites and finds. The maintenance of such accurate and up-to-date records is essential if the planning process is to be well informed.

Key Issues

4.41 Action is required to ensure Fife's most important heritage of national and international importance is protected to secure clear environmental, economic and social benefits and other benefits in historic, environmental, educational and economic terms.

4.42 Fife is rich in archaeological features and these require to be protected to ensure they can contribute to the enjoyment and understanding of our heritage

. **FORESTRY**

4.43 The Fife Indicative Forestry Strategy (IFS) forms the basis for the Forestry policy contained in the Structure Plan (Policy ENV5). The IFS is set out in Appendix 1.

POLICY JUSTIFICATION

Policy ENV5 : Forestry

4.44 The policy indicates that proposals for forestry and community woodland will be supported where they are consistent with the Indicative Forestry Strategy and the Fife Landscape Character Assessment and secure a range of economic, social and environmental benefits. Support will be given to proposals that enhance the landscape settings of settlements, integrate new development into the landscape and link existing woodlands to enhance their benefits to biodiversity.

THE COAST

4.45 The coast has an important role in the economy of Fife. Criteria for defining the developed coast and undeveloped coast and policies with regard to development on the coast will be contained in Local Plans.

COUNTRYSIDE

4.46 The Land Reform (Scotland) Act 2003 introduces a general right of access enabling everyone to enjoy Scotland's outdoors provided they act responsibly in relation to people's privacy, safety and livelihoods, and respect Scotland's wildlife and historic features. Equally, land managers are expected to respect access rights during the course of their work. It places a duty on SNH to produce a Scottish Outdoor Access Code to provide a detailed reference point for these access rights and responsibilities. The Act requires local authorities to prepare a Core Paths Plan, being a plan for a system of paths to provide reasonable public access throughout their areas, within 3 years of this legislation coming into effect.

BASELINE INFORMATION AND ISSUES

4.47 Included in the aims of the Structure Plan is the promotion of access to and the understanding and enjoyment of the natural heritage in a sustainable way. This can add considerably to the quality of life of residents. The natural heritage is not just confined to the countryside. In towns and villages, the maintenance and enhancement of green space can often provide the only opportunity for people to keep in frequent contact with nature.

4.48 The Fife Access Framework combines two access studies – 'Leisure Routes in Fife' (1998), and; 'Fife Paths for All Initiative- Strategy for Local Path Networks' (1999) and relates them to the Local Transport Strategy for Fife, 'A Way Ahead.' The key issues, aims and objectives for access in Fife are identified and a framework of strategic policies is defined to meet the objectives. This focuses upon the creation and promotion of opportunities for access to provide benefits of recreation, health, sustainable transportation, tourism and economic development amongst communities of greatest need. This is to be achieved through the provision and management of multi-use strategic long-distance and local paths networks. The paths networks are to be successfully integrated with other land uses and natural/cultural heritage features, whilst their resourcing and delivery by partnership means must also be addressed. The Fife Access Framework provides the strategic policy framework within which a Core Path Plan for Fife can be prepared under the provisions of the Land Reform (Scotland) Act 2003.

Key Issue

4.49 New legislation establishes access rights to the countryside. Whilst Fife has an established network of paths and cycleways there is scope to expand this network to improve access to the countryside.

POLICY JUSTIFICATION

Policy ENV6: Countryside Recreation and Access

4.50 Policy ENV6 promotes the maintenance and continued development of local and strategic long distance paths networks for a variety of users including walkers, cyclists, horse riders and those with special needs. It seeks to ensure that new development proposals will create additional opportunities for links into existing paths networks and provide new routes to the countryside.

APPENDIX 1 INDICATIVE FORESTRY STRATEGY (IFS)

INTRODUCTION

1.1 This Section sets out how the Fife Indicative Forestry Strategy was formulated and the Strategy itself forms the basis for the Forestry policy contained in the draft Plan.

1.2 The Scottish Parliament is responsible for forestry legislation and providing funding to deliver the Scottish Forestry Strategy launched in 2000 and currently under revision which is the Scottish Executive's framework for taking forestry forward through the first part of the 21st century and beyond. The Forestry Commission Scotland acts as the Scottish Executive's Forestry Department and delivers its forestry policies. Through its executive agency, Forest Enterprise it manages the national forest estate to deliver public benefits. It is directed by the Scottish Ministers through its Board of Commissioners and its National Committee for Scotland. The Forestry Commission Scotland has produced and is working to implement its Corporate Plan 2005 – 2008. Forestry Commission Scotland operates on area basis and Fife lies partly within the Central Scotland Conservancy Area and partly in the Perth and Argyll Conservancy area.

POLICY FRAMEWORK

The Purpose of the Indicative Forestry Strategy (IFS)

1.3 The IFS sets out at Structure Plan level, and on an outline basis, a broad assessment of the opportunities for new tree planting taking into account environmental and other factors. The IFS addresses the issue of the composition of woodlands where this is an important issue. The IFS provides a focus for the Council's response to consultations on grant scheme proposals for forestry planting and tree felling.

Status of the Indicative Forestry Strategy

1.4 The IFS is not a stand-alone document. It is part of the Structure Plan providing a background to the Forestry Policy. A concise strategic policy statement with reasoned justification and an IFS schematic diagram to show the distribution of land classified as Sensitive, Potential and Preferred must be included in the Structure Plan. Scottish Office Development Department (SODD) Circular 9/1999 states "the Government believes that the element of democratic local accountability which IFSs provide is valuable and so also is the status they have been accorded by being included in Structure Plans for Government approval".

1.5 As the Strategy is only "indicative", each proposal for tree planting is examined in detail. In certain instances the detail of the proposal and local circumstances may make proposals acceptable when the strategy schematic diagram appears to indicate otherwise (i.e. it may be acceptable to plant in areas shown as sensitive on the schematic diagram).

Government Guidance on Forestry

1.6 Government policy encourages environmentally acceptable forestry expansion and promotes multi-benefit forestry whilst ensuring timber production is maintained. The onus is on the private sector but other agencies have a role to play. The Scottish Forestry Strategy (SFS) is the Scottish Executive's framework for taking forestry forward. The wider policy context for the SFS is set out in the UK Forestry Standard (January 1998).

1.7 The SFS has five main principles. The overarching principle is sustainability - "Scottish forestry must contribute positively to sustainable rural development and meet internationally recognised standards of sustainable forest management". The other principles are integration, positive value, community support, and, diversity and local distinctiveness. The SFS seeks to integrate forestry into other rural activities and highlight the positive value gained by the contribution of forests and woodlands to the well being of the Scottish people. The SFS seeks to gain community support by ensuring forests and woodlands are managed in ways that enjoy broad public acceptance. Finally the SFS seeks to ensure that appropriate types of forests are planted in each locality.

1.8 Implementation of the SFS depends upon effective partnership and co-operation between the private sector, central and local government and the voluntary sector. This IFS has a role to play as one of the local authority inputs into the process, providing a mechanism at local level for providing guidance on forestry land use matters through consultation with relevant bodies.

1.9 The SFS provides five strategic directions which are to:

- maximise the value to the Scottish economy of the wood resource becoming available for harvesting over the next 20 years;
- create a diverse forest resource of high quality that will contribute to the economic needs of Scotland throughout the 21st century and beyond;
- ensure that forestry in Scotland makes a positive contribution to the environment;
- create opportunities for people to enjoy trees, woods and forests in Scotland; and,
- help communities benefit from woods and forests.

1.10 The Forestry Commission Scotland takes the lead in implementing the SFS by:

- working in partnership with various agencies to promote the interests of forestry;
- providing targeted grant aid to help forest owners play their part in delivering the Strategy;
- managing, through Forest Enterprise Scotland, woodlands in Forestry Commission Scotland ownership;
- regulating forest practice in all forests through consultation and the use of felling controls and Environmental Impact Assessments; and
- commissioning and undertaking research to provide information and guidance.

1.11 New planting can receive financial assistance from the Commission and all applications for grant aid go through a formal consultation procedure. The Commission's role is similar to that of "planning authority" for regulating planting and felling proposals to ensure compliance with the UK Forestry Standard, the Environmental Impact Assessment (Forestry) (Scotland) 1999 Regulations (covering new woodlands, forest roads, Forestry Commission quarries and deforestation**)** and the Forestry Act 1967 (Updated to 1 November 2000.).

1.12 Forestry Commission Scotland has implemented its Woods In and Around Towns (WIAT) initiative and has established a Challenge Fund to deliver key Scottish Executive priorities such as urban regeneration, brownfield restoration, health improvement and community development. Scottish Forestry Grant Scheme funding may also be available for new planting that is associated with development which is subject to planning condition requiring tree planting, providing public benefit can be demonstrated.

1.13 Forestry Commission Scotland's Corporate Plan has prioritised its activities in the five strategic directions. These include:

- Maximising value of Scottish wood – improving competitiveness via a strong forest industries network ; securing continuing investment in wood processing; and developing timber transport infrastructure.
- Developing a future forest resource – increasing the area of well designed forests including more mixed forests, improving timber quality by following good practice and addressing husbandry issues.
- Making a positive contribution to the environment – improving management of semi-natural woods; extending and enhancing native woodlands; increasing diversity of farmed landscape; aiding the recovery of acidified river and lochs; encouraging alternatives to clear-felling; and, contribute to a radical improvement in the quality and setting of urban areas.
- Create opportunities for people to enjoy trees – provide woodland recreation opportunities near towns; improve availability of information about opportunities, and increase forestry's contribution to tourism.
- Help communities benefit from woods and forests – increase employment opportunities; increase opportunities for greater community consultation and involvement, and support community ownership where it will bring local benefits.

Planning Guidance

1.14 SODD Circular 9/1999 requires the IFS to classify Fife into Sensitive, Potential and Preferred areas for forestry (see Figure). It introduces the concept of restructuring of existing forestry areas designed to bring about mixed use woodland in what are currently large mono-cultural blocks of woodland which are often insensitive to the landscape. It should also help secure an increase in biodiversity helping implement the Fife Local Biodiversity Action Plan and allow increased access and greater recreational use of woodlands. The Forestry Commissions' definition of sustainable forest management assisted in the framing of the IFS in order to ensure that new tree planting is sustainable. Recent changes to the Scottish Forestry Grant Scheme enable the provision of funding towards the costs of compliance with planning conditions which require the planting of trees.

BASELINE INFORMATION AND ISSUES

The Role of the Indicative Forestry Strategy in Fife

1.15 The IFS seeks to direct those interested in investing in forestry away from areas where it would be incompatible with other strategic policy objectives such as nature conservation and the protection of archaeological features. It is positive in promoting tree, woodland and forestry planting in parts of Fife where it would positively benefit a wide range of people in particular, by providing access to the countryside, and help implement a range of improvement initiatives. It introduces a positive element into the process by clearly indicating Fife Council's support for tree planting where a range of sustainable, social, environmental and economic benefits would accrue.

The IFS is a mechanism to help Fife Council:

- contribute to achieving national objectives and to implementing the Scottish Forestry Strategy;
- assist the Forestry Commission Scotland to direct new planting to locations where it will be consistent with other Fife Development Plan policies and proposals;
- address sustainable woodland planting and management issues;
- adopt a more proactive approach to forestry and tree planting and target suitable sites especially those in and around towns;
- evaluate the contribution that restructuring of existing forests can make towards the creation of high quality woodlands serving a variety of purposes; and
- involve community and other groups in ensuring that woodlands deliver positive benefits to those living in the locality.

1.16 The IFS has a role in the restructuring of existing woodlands, which can resolve various problems. There are opportunities to reduce the impact of single species of tree on the landscape and to create boundaries that are also sympathetic with the landform. There are likely to be opportunities to redefine planting boundaries, introduce a mix of species, encourage biodiversity, provide recreational opportunities and stagger replanting to ensure cropping will be appropriate to road and other infrastructure capacity. The restructuring of Forestry Commission forests will be undertaken in line with their forest design plans. These plans are likely to include strategic tourism and recreation proposals.

Existing Forestry and Recent Trends

1.17 Forestry is not a major land use in Fife. In 1995 woodland occupied just over 11.3% of the Fife land area compared with the Scottish figure of 16%. Of this woodland, approximately 34% is in Forestry Commission ownership and the remaining 66% is in private and local authority ownership. About 45% of the woodland consists of conifers, 33% is broad-leaved woodland, 13% is mixed and open space in woodland areas account for 9%. (Source: National Inventory of Woodland and Trees – Fife. Forestry Commission 2000.)

1.18 Apart from the five major Forest Enterprise Scotland forests at Devilla, Blairadam, Pitmedden, Ladybank and Tentsmuir, other woodlands tend to be small, particularly those privately owned. The Forestry Commission now has scope to purchase land in and around towns to facilitate woodland management and/or tree planting to secure a range of functions including environmental improvements. It has been focusing investment in areas in and around towns. The area of private woodlands includes over 1,000 hectares of scrub woodland (over 8% of the total broadleaved woodland in Fife) which is of little commercial value but is high in conservation (e.g. areas of Ancient Woodland) and amenity value.

1.19 In recent years most of the new planting in Fife has been farm woodlands and amenity planting rather than commercial woodlands. The average private plantation has tended to be less than 10 hectares. Community Woodlands have made a contribution to the greening of Fife and four areas, Blairoaks (Comrie/Oakley); Harran Hill, (Lochore Meadows); Dunnikier, (Kirkcaldy) and Magus Muir, (Strathkinness) were Fife’s contribution to the Millennium Forest, a national initiative to restore native woodlands and their links with communities.

The Importance of Forestry to Fife

1.20 Forestry does not raise any strategic land use issues for Fife but the woodlands and the creation of woodlands can and do provide a positive contribution to the environment, economy and landscape of Fife which has a beneficial effect on the wellbeing of both residents and visitors. Forestry provides important areas for recreation both in rural areas and in and around towns.

1.21 Well designed forestry can significantly enhance the landscape. This is particularly important in regeneration of derelict and degraded landscapes, improving the appearance of major road corridors and improving the appearance of land in and around settlements, especially those in the older traditional industrial areas. New woodland planting can help integrate new development into the landscape and the Forestry Commission Scotland would be interested in playing a role in the Mater Planning of the new development areas. An attractive landscape can also create a good impression and influence potential inward investors who can bring new employment to Fife. A number of economic development initiatives have been established within Fife and many of these considered tree planting both from the point of view of direct economic returns and indirect returns through environmental improvements. Many of these benefits, especially those in and around towns can be achieved through Community Woodland initiatives. Woodland provides many and varied habitats for both plants and animals, thus making a positive contribution to maintaining the rich biodiversity of Fife and implementing the Fife Local Biodiversity Action Plan.

1.22 Trees can provide sustainable fuel a source for renewable energy projects (woodfuels) and can be used as a raw material for the production of biofuels, which can replace fossil fuels. The Scottish Forest Industries Cluster is currently promoting greater awareness of the opportunities for woodfuels and biofuels.

Grant Framework

1.23 Major changes have been implemented in 2003 and the Woodland Grant Scheme (WGS) has been replaced by Scottish Forestry Grants Scheme. (SFGS). This provides grants for woodland expansion, restocking of felled or windblown areas and stewardship grants which will assist in improving existing woodland. The objectives of the woodland expansion grants are to:

- establish well-designed productive forests;
- expand the area of native woodland; improve riparian habitat;
- improve the quality and setting of urban or post–industrial areas; and,
- improve the diversity of the farmed/crofting landscape.

The stewardship grants are paid for a range of activities including improving the ecological value of native woodland; improving woodland biodiversity; improving the landscape; and developing community involvement. The grant system makes provision for ensuring that forestry takes account of the environment and also includes incentives to plant on better quality land.

1.24 The new planting grant to improve the quality and setting of urban or post industrial areas must meet a local need identified by the planning system. The new stewardship grant for landscape improvement makes premium payments in the following areas. These are: areas around scheduled ancient monuments; in designed landscapes in the Inventory of Gardens and Designed Landscapes in Scotland; in areas of great landscape value; in woodland tree preservation order areas relating to woodland sites of special scientific interest, and, Natura 2000 sites. The stewardship grant for woodland recreation requires the proposals to fit locally agreed priorities such as educational and social needs, core path networks and to be supported by a bodies such as the local authority, Community Councils, Local Access Forums and Local Tourist Boards. In addition there is the potential for funding through the Woodlands In and Around Towns Challenge Fund to maintain and improve existing woods and potential for funding to assist implementing planting which is required by planning conditions.

1.25 New planting on farm land may qualify for SFGS Farm Premium payments which are administered by the Scottish Executive Environment and Rural Affairs Department (SEERAD).

Grant Consultation Procedures

1.26 Applications for grant aided tree planting are governed by procedures for consultation which involve the Forestry Commission Scotland, the local authority, Scottish Natural Heritage (SNH), Scottish Environment Protection Agency and other interested parties. Proposals seeking funding via the SGFS must take landscape, recreation, archaeological and wildlife conservation into account in formulating proposals. Comments will be sought from Fife Council and SNH to ensure site-specific details are addressed. The Council holds a public register, maintained by the Forestry Commission, of the grant applications submitted and those, which have been approved. This information allows the strategy to be monitored thereby assessing its effectiveness.

1.27 All planting proposals must be notified to the Forestry Commission Scotland as they may be subject to the Environmental Impact Assessment (Forestry) (Scotland) Regulations 1999. The Regulations are administered by the Forestry Commission Scotland, which has a role similar to that of a planning authority in relation to environmental assessments undertaken in support of planning applications. Forestry Commission Scotland consults with various interested parties on the need for the submission of an Environmental Impact Assessment (EIA). The decision as to whether an EIA is necessary rests with Forestry Commission Scotland.

Forming the Strategy

1.28 The IFS for Fife is to secure the following social, economic and environmental benefits:

- enhanced rural landscape quality consistent with advice contained in the Fife Landscape Character Assessment which can be achieved by carefully designed new planting and replanting schemes;
- enhanced landscape settings of settlements;
- assisting to integrate new development into the landscape;
- local recreation and educational facilities,
- green corridors, including woodland linkages, and habitats for wildlife,
- enhanced woodland biodiversity in accordance with the policies/priorities of the Fife Local Biodiversity Action Plan;
- rehabilitation of derelict land, under-used and / or contaminated; and
- economic development arising from tourist expenditure generated as a result of enhancing the appearance of Fife and possible inward investment in degraded areas which have been regenerated.

Areas Where Benefits May Accrue

The benefits are likely to be secured in the following areas of Fife.

Land Within or Close to Towns

1.29 Planting within towns can enhance open space areas, provide an attractive setting for paths, recreational areas and open spaces. Trees can help improve air quality by filtering out particulate pollution and also provide shade from the sun. They can be distinctive local features helping to reinforce local character and add to the sense of place. In some instances, planting can assist in the rehabilitation of derelict or degraded land. Trees can help biodiversity by providing habitats, which encourage wildlife into the urban fringe. The Woodlands In And Around Towns Challenge Fund is a potential source of funding to implement this type of planting.

1.30 Planting close to towns can provide soft boundaries, which can be either long-term or temporary. Woodland and shelter belts could contribute to the definition of the boundaries of the Green Belts for Dunfermline and St Andrews and the Long Term Stable Boundaries for settlements identified in the Fife Development Plan.

1.31 Planting can help integrate new development into the landscape. The approved Fife Structure Plan 2002 made a commitment to landscape capacity assessments which will assisted in identifying those areas where development is most acceptable and those areas which could be used for managed open space and woodlands which would create a landscape framework for the new development. Master Planning exercises are identified in Fife Matters (Fife Structure Plan 2006 – 2026) as a mechanism for the comprehensive planning of new development areas and this would include the identification of areas of woodland for landscape enhancement, transport and wildlife corridors and recreational purposes.

1.32 Positive benefits could accrue in Fife's urban areas especially those, which are the target of regeneration initiatives. Parts of Dunfermline, Glenrothes, Kirkcaldy and Levenmouth including the regeneration areas of Abbeyview, Dunfermline; Templehall, Kirkcaldy, Dysart; Buckhaven, Lochgelly, and Methil and the Benarty area would all gain benefits from adjacent woodland planting or improved management of existing woodland. The former mining villages in West Fife and the settlements of Cardenden, and Kinglassie would also benefit from woodland planting.

Other Areas Where Benefits Could Accrue

1.33 Emphasis will be placed on promoting woodland related community involvement and environmental education benefits in relation to the settlements of West and Central Fife. Other areas which will be targeted include those in which it would assist the promotion of farm woodlands and support strategic recreation/tourism initiatives - principally the Millennium Cycleway and tourist routes. Forest Enterprise Scotland's Pitmedden and Tentsmuir Forests will also be expected to maintain and enhance their existing roles in access, recreation and tourism. The towns and villages of East Area, notably the larger settlements of Cupar, Auchtermuchty and St Andrews, will be targeted for community woodland related initiatives to link to countryside access particularly where tourism benefits will accrue.

Activities Where Benefits Could Accrue

Recreation and Tourism

1.34 Whilst Forestry Commission plantations afford considerable recreation potential, there is some public concern that privately owned forestry restricts public access. New planting and restructuring of woodlands should make provision for recreational uses suitable for local residents and tourists alike. Fife has a number of tourist/recreation projects that take advantage of routes through woodland areas including the Coastal Path and the Millennium Cycleway. The Forestry Commission grants can fund the development of recreation plans and the provision of recreation facilities. Walkers Welcome initiative, which provides public access to a number of private forestry estates, has been implemented in Fife and has potential for further development.

Education

1.35 There is scope for an educational dimension to forestry. This should be capitalised upon especially where schools are involved in new planting schemes and in community woodlands. Woodlands can be used as living laboratories and outdoor classrooms for people of all ages thereby contributing to various objectives such as Local Agenda 21 and the Fife Community Learning Strategy. The nationwide Forest Education Initiative aims to create links between the forestry industry and educational interests.

Economy

1.36 Timber planting, husbandry, felling, haulage and processing provide jobs that benefit the local economy. Woodlands can help the tourist industry through landscape enhancement and access/recreation facilities, again providing positive economic benefits. Landscape enhancement can help in an indirect way by increasing the attractiveness of areas for business development and inward investment. There is scope for growing timber as a biomass crop to support energy projects and using "waste" woodland materials as fuels.

Formulating the Indicative Strategy Schematic Diagram

1.37 The Schematic Strategy Diagram in the Plan is derived from evaluating the relative importance of the environmental and other constraints. It shows Fife categorised according to the guidance in SDD Circular 9/1999 as set out in the table below. Planting may not necessarily be acceptable in a Preferred area and, on the other hand, certain types of planting may be permitted in Sensitive areas. The existing consultation procedures will be maintained. The indicative diagram has been produced by taking full account of various factors including nature conservation, the protection of breeding areas for birds, landscape and archaeology. The diagram gives a broad indication of the likelihood of conflict with other land use interests. Where a proposal is located in an area where conflicts could arise it would be the subject of an environmental appraisal.

Categorisation of IFS Areas

Area	Description	**% Land Area**
Sensitive	These will tend to be areas where there is a combination of factors, including areas of exceptional natural and cultural heritage interest and areas with high structural value to the local agricultural economy. This means there may be limited scope for forestry expansion unless it is of a scale and character which can be accommodated and would enhance the features of interest.	9.8%
Potential	Land where there is considerable potential to pursue a range of forestry objectives but where there is at least one significant sensitivity. The extent to which certain objectives can be pursued will depend on how well these can be accommodated within the proposals. The design of schemes in such areas requires particularly careful consideration.	45.4%
Preferred	Land which offers the greatest scope to pursue a very wide range of forestry objectives where it should be possible to accommodate sensitivities in well designed proposals which fully meet the Forestry Commission's guidelines. The nature of forestry in any particular area should reflect the type of benefits that are sought there.	26%
Unsuitable	Includes developed land, inland water and existing woodland.	17.8%

Source: SDD Circular 9/1999

Factors Considered

1.38 A wide range of factors were considered in devising the schematic diagram and each is considered in the following sections.
Land Capability for Forestry

1.39 The soil, topography and climate of Fife are suitable for growing a wide range of trees. MacAulay Land Use Research Institute maps show almost all of Fife is suitable for growing trees with. almost 75% classified as having good, very good or excellent "flexibility" for the growth and management of woodlands. This means that Fife can support a wider range of broadleaved and conifer trees than many other parts of Scotland but the dryness of the climate restricts Fife for conifer planting.

1.40 7% of Fife is built up and 11% is covered by woodland. The remainder provides excellent potential for the growth of a wide range of broadleaf and conifer species. The major timber growers have a strong preference for conifers, particularly spruce, as it can supply the quality wood that industry requires. When the market price of land is taken into account, it is considered that the greatest areas of demand for traditional commercial planting are likely to include the Cleish Hills, the Lomond Hills and the foothills of the Ochil Hills. There may also be some scope for forestry in the poorer soils of West and Central Fife, particularly in conjunction with reclamation following opencast mining. In these areas multi-purpose forests, especially in locations close to settlements, may be an attractive proposition where timber production is only one element of the project.

Agricultural Land

1.41 Prime quality agricultural land is fairly scarce in Scotland. Fife has 55,000 hectares, almost 50% of Fife's agricultural land and 12.5% of the Scottish total. Current Government guidance has a general presumption against development on prime agricultural land.

Water Resources

1.42 Forestry is potentially damaging to water catchment areas. On the positive side, well managed woodland, particularly those of native species, can help enhance the habitat value of water courses. The Forestry Commission publication "Forests and Water" advises good practice to ensure that such problems do not arise. River Basin Management Plans (RBMPs), which are required to be prepared by the Scottish Environment Protection Agency under the terms of the Water Environment and Water Services (Scotland) Act 2003, may have an influence on the IFS in the future as they are likely to address the issue of water quality and forestry. The first RBMPs have to be prepared by 2009 and reviewed on a 6 yearly cycle thereafter.

1.43 Afforestation can also affect the yield of a water catchment area. Most of Fife's water supply comes from outwith Fife. Fife's water supply reservoirs are at the Lomond Hills, Cameron, Loch Mill and Carriston. The water catchment areas of these reservoirs are not extensive and, in certain cases, there has already been considerable forestry planting within them. These areas remain designated as Sensitive to further afforestation.

Drainage of River Catchment Areas

1.44 Trees can have an impact on river flows. Depending on the stage of the operations it can either increase or reduce the flow rates. Ground preparation works, including deep ploughing, and tree cropping can result in increased run-off rates whilst growing trees tend to soak up water reducing run-off. These can impinge downstream of the planting, the former causing flooding and the latter causing reduced flows and drought conditions. The interaction between tree planting and felling and run-off is complex and it is fully evaluated when proposals to plant or fell are considered. However, to date, this has not been an issue in Fife.

Nature Conservation

1.45 The preparation of ground for planting and growing of trees can, if good practices are not adopted, change the water regime and alter local climates. The likely impact of forestry requires to be assessed to avoid damage to, or destruction of, habitats. Loss of habitats can reduce the biodiversity of the area.

1.46 The presence of two or more natural features or habitats protected by international, national or local designations result in an area being designated as Sensitive. This designation does not imply a total prohibition on tree planting. It is considered that carefully planned new woods and restructuring of existing forests could make a significant contribution to nature conservation and biodiversity. The consultation procedure on new planting and felling ensures that flora and fauna, including those species and habitats identified in the Fife Local Biodiversity Action Plan (FLBAP) are protected. Only after a rigorous appraisal of a planting proposal in a Sensitive area, including, where appropriate, an EIA, has shown it to be acceptable, could opposition to it be withdrawn.

Landscape

1.47 Landscapes can be adversely affected by insensitive woodland planting. Previous practices, which involved a lower standard of forestry design, often resulted in adverse impacts on the landscape. The Forestry Commission guideline "Forest Landscape Design" and the requirements of the grant schemes means that new planting fits into the landscape.

1.48 Fife has no designated National Scenic Areas. It has Areas of Great Landscape Value (AGLVs) which include the Cleish Hills, Benarty Hill, the Lomond Hills, the foothills of the Ochils, the coastal area from St Andrews to Fife Ness, the Hill of Tarvit area, Craiglaw, the Cullaloe Hills and Burntisland Binn. Special consideration is given to proposals for any development in the AGLVs and they are designated as being Potential areas.

1.49 The Fife Landscape Character Assessment (FLCA) identifies the various landscape types. It advises that proposals for new forestry should take full account of the local landscape to ensure it is both safeguarded and enhanced. This is consistent with Government advice contained in NPPG 14 - Natural Heritage. Fife Council will take full account of the advice contained in the FLCA when framing responses to the Forestry Commission on new planting proposals.

Archaeology

1.50 Generalised areas of archaeological interest include the Cleish and Lomond Hills, the Howe of Fife and the Motray Water area. It is difficult to incorporate archaeology into an IFS because many sites and areas of interest are small and widely dispersed. For this reason, known areas of archaeological interest have been designated as being Potential. Only where other interests or constraints are present have they been designated Sensitive.

1.51 It is possible that some former mining areas, which are generally perceived to be derelict, have archaeological interest and merit protection. Proposals for new planting in identified areas of archaeological value should take full account of these features. The consultation procedures for all new grant applications for afforestation are considered adequate to ensure full account is taken of archaeological resources.

1.52 The Forestry Commission guidance, in "The Archaeology and Forestry Guidelines", provides a well tested and robust framework for dealing with planting proposals and post planting management of forests. Proposals are fully evaluated by the Council's Archaeology Unit to determine their archaeological value. The Council's Archaeologist may be able to call on an archaeological survey team to assist in framing a response. Assistance is also available from Historic Scotland which has a major interest in proposals affecting Scheduled Ancient Monuments.

Minerals

1.53 Fife has considerable mineral deposits including coal, sand and gravel and hard rock. They do not constrain forestry and neither should forestry prevent mineral extraction. Afforestation and mineral extraction can be compatible either with planting taking place prior to extraction to provide screening or, as is often the case, woodland planting being used to reclaim disturbed land or land used for tipping of spoil. Potential opencast coal areas in West and Central Fife may be suitable for afforestation once mined. Similarly, in East Fife, sand and gravel deposits can provide afforestation opportunities. Mineral deposits are included within the Preferred areas because tree planting can provide advance landscaping to screen mineral operations.

Timber Transportation

1.54 The SFS acknowledges the problems associated with timber transportation, such as poor road construction standards and weak bridges, which may need to be addressed prior to harvesting timber. However, unlike most traffic generated by rural industry, quarrying excepted, timber transportation is often typified by intensive bursts of activity and long periods of inactivity. The SFS states that the timber industry seeks to work, where practicable, with local roads authorities to identify preferred haulage routes including off public road haul routes.

1.55 To date, on only a few occasions have heavy vehicles bringing harvesting equipment or timber along narrow roads and over bridges with weight restrictions caused problems for road maintenance in Fife. Where afforestation is dispersed, and where there is a good road network, the issue of timber traffic has not been considered to be a significant problem. Currently, whenever a proposal for a large area of woodland planting for commercial purposes or proposal to fell is referred to Fife Council, the issue of the transportation of timber is fully considered.

Implementation - The Role of the Planning Authority

1.56 To maximise the benefits that Fife can derive from sustainable woodland expansion and management there must be a proactive approach to implementing the IFS involving various agencies and sources of funding. For this reason, the Strategy augments the classification with forestry policies which seek to address such an approach.

1.57 The Council has a role to play in implementing the Strategy, although this is restricted in relation to the control of speculative planting by the fact that forestry does not require planning permission. The Council can, however, play an important proactive role in securing new planting through the Development Plan process by including appropriate policies such as the requirement to prepare Master Plans. Local Plans can identify land where positive benefits would accrue from tree planting, possibly identifying the agencies whose objectives would be served by participation in partnerships for woodland initiatives. They can set out the requirements for land use allocations, including the requirement for new tree planting through area master plans and site specific design briefs. The interest of Forestry Commission Scotland in providing inputs into the Master Planning process and the potential of funding via the Woodland In And Around Towns Challenge Fund are positive factors.

1.58 The development control process has a role to play. Appropriate planning conditions can secure tree planting which will enhance the appearance of new development. There may also be an opportunity to secure offsite tree planting where this is appropriate and is related to the proposed development. This approach has been boosted by the Scottish Forestry Grant Scheme providing funding towards compliance with planning conditions which specify tree planting.

1.59 The planning authority has powers to protect individual trees and groups of trees which are considered to make a contribution to the amenity of an area by designating Tree Preservation Orders (TPO). Trees in Conservation Areas have similar protection to those covered by a TPO. Fife Local Plans currently include policies which seek to protect trees, woodlands and hedgerows and deal with the implementation of TPOs.

Key Issues

1.60 Commercial forestry and / or community woodland planting can provide positive economic, social and environmental benefits for Fife. It can help integrate existing settlements and new development into the surrounding landscape. The Indicative Forestry Strategy and the Fife Landscape Character Assessment provide a framework for steering planting to the areas where woodlands will not conflict with other existing and surrounding land use and habitats and actively contribute to promoting biodiversity.

GLOSSARY

Affordable housing: housing of a reasonable quality that is affordable to people on modest incomes. In some places the market can provide some or all of the affordable housing that is needed, but in other places it is necessary to make housing available at a cost below market value to meet an identified need.

Archaeological Area of Regional Importance: a defined geographical area within which a number of related archaeological sites and monuments exist.

Area Waste Plan: a waste management strategy prepared for Fife as part of SEPA's strategy to implement the National Waste Strategy.

Best Practicable Environmental Option: The outcome of a systematic and consultative decision-making procedure, which emphasises the protection, and conservation of the environment across land, air and water. The BPEO procedure establishes, for a given set of objectives, the option that provides the most benefits or the least damage to the environment as a whole, at acceptable cost, in the long term as well as in the short term.

Brownfield site: sites which have previously been developed, such as existing buildings and vacant or derelict land. It excludes parks and gardens, sports and recreation grounds, woodlands and amenity open spaces.

Business: Class 4 use of the Use Classes Order 1997 includes light industry, research and development, and general office use.

Coalescence of settlements: the merging of settlements.

Coastal Development Zone: a comprehensive strategy for the North Forth shore settlements, from Rosyth to Leven.

Co-location: development of adjacent land for compatible uses. These include residential; small-scale local retail and leisure; office (Class 2); business (Class 4); and local community facilities.

Community planning: the process by which organisations come together to set a joint agenda in the Community Plan for improving the wellbeing of Fife. This document can be accessed and downloaded from www.fifedirect.co.uk

Community regeneration: the creation of wealth in a community and improvement of the area's image by means of development-led targeted measures such as environmental or housing improvements.

Commuted Payment: i.e. a payment in lieu. It is a sum payable for the provision of affordable housing elsewhere in an area as the result of an obligation on another site.

Connectivity: the ability to make and maintain a connection between two or more points.

Conservation Area: an area designated by a planning authority in accordance with section 61 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 as being of special architectural or historic interest, the character or appearance of which it is desirable to enhance or preserve.

Core Paths Plan: a plan that defines a basic network of paths sufficient for the purpose of giving the public reasonable access throughout their area.

Countryside: all areas outwith the settlement boundaries as defined in Local Plans.

Development: the carrying out of building, engineering, mining or other operations in, on, over or under land or the making of any material change in the use of buildings or other land (as defined by Section 26 of the Town and Country Planning (Scotland) Act 1997).

Edge-of-centre: a location adjacent to, or within easy walking distance of, the town centre.

Effective housing supply: this is the part of the established land supply that is expected to be free of constraints in the 5 year period under consideration and will therefore be available for construction of houses.

Employment Land: all land identified for business (Class 4) and industrial uses. (Classes 5&6)

Established housing supply: the remaining capacity of sites under construction, sites with planning consent, sites in adopted local plans and, where appropriate, other buildings and land with agreed potential for housing development.

Fife Development Plan: Structure Plan and Local Plan(s) that together provide the statutory planning framework for Fife.

Fife Minerals Subject Local Plan: a Fife-wide Local Plan concerned solely with minerals

Fife Partnership: a partnership of public and private sector bodies with lead responsibility for community planning in Fife. The Fife Partnership brings together Fife Council, NHS Fife, Fife Constabulary, CVS Fife, Scottish Enterprise Fife, Fife's Further and Higher Education establishments and Communities Scotland to direct action and monitor progress toward achieving the Fife Community Plan.

Food (convenience) shopping: broadly defined as food shopping, drinks, tobacco, newspapers, magazines, confectionery, purchased regularly for relatively immediate consumption.

Forth Bridgehead: area in close proximity to the northern landfall of the Forth Bridges. Includes Dunfermline, Dalgety Bay, North Queensferry, Rosyth and Inverkeithing.

Green Belt: areas adjacent to settlements designated to protect the landscape setting and preserve existing views to and from the settlement's historic core.

Green Business Park: Employment land which provides a cluster of businesses working in the fields of reclamation and re-processing of materials, green power generation and other renewable energy technologies.

Greenfield site: a site which has never previously been developed or used for an urban use or is on land that has been brought into active and beneficial use for agriculture or forestry i.e. fully restored derelict land.

Housing Land Requirement: the outcome of an assessment of housing demand and need (expressed in house units), which reflects the planning strategy and environmental and infrastructure constraints. It includes an element of flexibility to allow for uncertainties.

Housing Market Area: a geographical area which is relatively self-contained in terms of reflecting people's choice of location for a new home, i.e. a large percentage of people buying a house in the area will have sought a house only in that area.

Housing Review: a document setting out the housing land supply position as at 1st April each year.

Industry: the making of any article or part of any article including a ship or vessel; the altering, repairing, maintaining, ornamenting, finishing, cleaning, washing, packing, canning, adapting for sale, breaking up or demolition of any article; or the getting, dressing or treatment of minerals.

Infill development: development that utilises gap sites in settlements.

Igneous: rocks originating from a molten state which are characteristically of crystalline composition.

Infrastructure: basic services such as roads, water, sewerage, gas and electricity which are necessary to support development. May also include schools and community facilities.

Integrated network of waste management facilities: planned facilities that allow the efficient and co-ordinated management of waste to minimise its impact on resources, the environment and human health.

Knowledge Economy: an economy in which the production factors labour and capital are aimed on the development and application of new technologies.

Landfill capacity: the remaining volume available in a landfill site for the disposal of waste.

Landfill site: an area of land for the disposal of waste.

Landscape capacity: the capability of landscape to absorb new development.

Landscape Plan: proposals for the future management of the landscape of an area.

Local Housing Strategy: the Housing (Scotland) Act 2001 requires local authorities to lead in the assessment of housing supply, needs, demands, and conditions and, through the development of a shared understanding of the operation of local housing markets, to plan and implement a long-term strategy for housing improvement.

Local Transport Strategy (LTS): Local Authorities are required to prepare an LTS. It explains the Authority's transport policies and strategies to the public and sets the strategic vision for transport provision and an integrated transport network. It is used to support funding bids to the Scottish Executive and other bodies

Local Plan: part of the development plan setting out a detailed land use framework for an area.

Mid Fife: the area of Fife comprising the new Kirkcaldy and Mid Fife Local Plan area.

Mineral reserve: a mineral deposit economical to mine or quarry, fully evaluated and free of any legal impediment to extraction.

Mineral resource: all other mineral deposits other than reserves.

Mobile Demand: Demand for housing which is related to a particular area such as a city or large town but which can be met either in that location or in surrounding areas.

Modal shift: The growth in travel by a particular mode of transport at the expense of another(s) e.g. 10 % of people travelling by car transferring to train.

National Nature Reserve: a site designated by Scottish Natural Heritage, which is considered to be of national importance for its natural heritage interest. National Nature Reserves are managed with nature conservation as the primary objective.

National Planning Framework: a framework to guide the development of Scotland to 2025 setting out a vision in which other plans and programmes can share.

National Planning Policy Guidelines (NPPGs): guidance issued by the Scottish Executive and providing statements of Government policy on nationally important land use issues and other planning matters, supported, where appropriate, by a locational framework. The Scottish Executive is replacing NPPGs with SPPs.

National Transport Strategy: a national framework for transport to be produced by the Scottish Executive in 2006.

National Waste Plan: a compendium of all the Scottish Area Waste Plans including the Fife Area Waste Plan.

National Waste Strategy: a national framework for waste management produced by SEPA.

Natura 2000 site: part of a European network of Special Protection Areas (SPAs) and Special Areas of Conservation (SACs).

Net retail floorspace: the total sales floorspace of a shop excluding office and storage space.

Non-effective site: a housing site not expected to contribute to the Housing Land Requirement due to constraints. Such sites may become effective if their constraints are addressed.

Non-food (comparison) shopping: shopping where the purchaser will compare the prices, quality and quantity before a purchase is made, e.g. clothes, fashion merchandise, electrical goods, furniture, etc.

Out-of-centre: a location that is separated from a town centre but within an urban area including programmed extensions in approved or adopted development plans.

Park and Choose: car sharing scheme combined with Park and Ride (bus and/or rail) to increase the flexibility of modal choice for the return journey, thereby increasing the attractiveness of car sharing to increase car occupancies on congested corridors.

Planning Advice Notes (PANs): issued by the Scottish Executive providing advice on good practice and other relevant information.

Planning Agreement: see Section 75 Agreement.

Precautionary Principle: this principle states that if the impacts on the environment from a proposal or project are significant or not fully understood, that there should be measures put in place to prevent environmental detriment by the developer.

Pressured Area Status: Suspension of the right-to-buy scheme for certain tenancies in designated areas of housing pressure as set out by the Housing (Scotland) Act 2001.

Proximity principle: management of waste as near as possible to its place of production.

Quality and Standards III (Q&S III): Scottish Water's investment programme 2006-2014.

Ramsar Site: a wetland site for birds protected through the Ramsar Convention on Wetlands of International Importance (1971). These sites contain habitats that have declined world-wide and are often important for waterfowl and other wetland birds.

Regional Transport Strategy: a transport strategy produced by the SouthEast Scotland Transport Partnership (SESTRAN) in 2003. The new statutory voluntary South East of Scotland Transport Partnership will replace this in 2007.

Registered Social Landlord (RSL): a landlord such as a Housing Association registered with and regulated by Communities Scotland.

Renewable energy: energy that flows from the sun, wind and water. Also includes energy which can be generated from other "renewable" resources such as crops and waste.

Retail Capacity Study: a retail study to assess the capacity of an area to accommodate additional shopping floorspace over a given period.

Retail Impact Assessment: a detailed appraisal of the effects of a proposed retail development on the existing shopping facilities within the catchment of the proposal.

Retail Leakage: the net loss of retail expenditure from the population of a defined area to other places outside that area.

Scheduled Ancient Monument: a monument, existing above or below ground, which by virtue of its national archaeological importance has been statutorily protected under the Ancient Monuments and Archaeological Areas Act 1979.

Scottish Planning Policy (SPPs): guidance issued by the Scottish Executive and providing statements of Government policy on nationally important land use issues and other planning matters, supported, where appropriate, by a locational framework. The Scottish Executive is producing SPPs to replace NPPGs.

Section 75 Agreement: legally binding agreement under the terms of Section 75 of the Town and Country Planning (Scotland) Act 1997, used to control appropriate planning matters outwith the scope of planning conditions etc. Ref. SEDD Circular 12/1996.

Sedimentary (rock): rocks formed from material derived from pre-existing rock.

Sequential approach: the preferred order of priority of locations for consideration of retail and associated leisure proposals. The order of preference is first – town centres – followed by – edge-of-town centres – followed by out-of-town centres.

Strategic Development Area: an area for mixed use development with a minimum of 1,200 houses.

Strategic Land Allocation: an area for mixed use development with a minimum of 300 houses.

Sustainable development: economic and social development that meets the needs of the current generation without undermining the ability of future generations to meet their own needs.

Transport Assessment: an assessment of the full transport impact of a development proposal.

Travel Plan: a plan or strategy which seeks to reduce travel for business purposes by car. It seeks to enhance opportunities for employees or visitors to travel by walking, cycling or public transport.

Tay Bridgehead: area in close proximity to the southern landfall of the Tay Bridges. Includes Wormit, Newport on Tay and Tayport.

Travel to Work Area (TTWA): Government-defined areas that show the employment catchment of the main towns in Scotland and which are used for presenting statistical data on employment.

Travelator: a moving walkway linking car parks with other facilities.

Waste arisings: all waste materials to be disposed of.

Windfall site: a site not specifically allocated for development in a local plan but for which planning permission for development is granted. For the purposes of the Structure Plan, it is a site not included in the base effective housing land supply.

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