

Fife Matters



Finalised Fife Structure Plan 2006-2026

Written Statement

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



The Contents of the Finalised Structure Plan

The Plan comprises four interrelated documents:

- the Written Statement which contains the vision, strategy, policies, proposals, and the Key Diagram;
- the Report of Survey which provides details of research undertaken and background information which has informed the Plan's preparation;
- the Action Plan which sets out the actions to implement the Plan; and,
- the Sustainability Appraisal, which evaluates and determines the potential impacts as required under the Environmental Assessment of Plans and Programmes (Scotland) Regulations 2004.

Public Consultation

The Consultative Draft Structure Plan was published in March 2005 to stimulate discussion and to gain views on the land use policies and proposals. A series of 15 public meetings was held. A separate Publicity and Consultation Report is published, which summarises the steps taken during the consultation stage, the comments received from interested parties and Fife Council's responses to these views. Over 3,000 comments were received from almost 600 consultees. The consultation process was therefore successful in identifying and highlighting important issues. All of these comments were carefully considered and they have helped to strengthen and shape the form and content of this document. A number of changes have been made to the Plan as a direct result of comments received including changes to the allocation of strategic housing land.

What Happens Next?

This Plan will now be submitted for approval to the Scottish Ministers. At the same time the Plan and the background documents, the Report of Survey, the Action Plan, the Sustainability Appraisal (including the Strategic Environmental Assessment) and the Publicity and Consultation Statement will be made available for a period of 6 weeks to allow for the submission of comments directly to the Scottish Ministers at the address below. The Plan will be available to inspect through Fife Council offices and on the website www.fifedirect.org.uk/developmentplan.

The Ministers may then approve the Plan with or without modifications. If material modifications are proposed, Ministers will issue these in draft for comment. The Ministers aim to issue a decision within 40 weeks of the Plan being submitted.

The Secretary
The Scottish Executive Development Department
Planning Division
Floor 2/H
Victoria Quay
Edinburgh
EH6 6QA

Finalised Fife Structure Plan 2006 - 2026

June 2006

Certified a True Copy



Harry Tait, Head of Law and Administration
Fife Council, Fife House, North Street,
Glenrothes, Fife, KY7 5LT

CONTENTS

CONTENTS

COVER	The Contents of the Finalised Structure Plan Public Consultation What Happens Next?	
FOREWORD	What is a Structure Plan? The Structure Plan in Context Fife in 2026	7 7 8
CHAPTER 1 EXECUTIVE SUMMARY	Introduction The Vision The Challenges for the Future The Development Strategy Growing Fife's Economy and Increasing its Population Improving Accessibility Raising Aspirations Improving the Range and Quality of Housing Development Sustainable Communities Safeguarding and Improving Fife's Environment	9 9 9 10 11 12 13 13 14 14
CHAPTER 2 THE SETTLEMENT STRATEGY	Introduction Coastal Development Zone Strategic Land Allocations Strategic Development Areas Other Strategic Allocations Wider Fife Settlements	15 15 15 15 17 17
CHAPTER 3 IMPLEMENTING THE STRATEGY	Introduction Development Strategy Brownfield Land Developer Contributions Resources Policy Objectives Strategic Infrastructure Business and Employment Rosyth/South Fife Mid Fife St Andrews Rural Fife Policy Objectives Town Centres and Retailing Policy Objectives Housing Policy Objectives Housing Land Requirement Affordable Housing Exceeding the Housing Land Requirement Density	19 19 20 20 22 22 22 23 25 25 25 25 25 28 28 31 31 31 35 38 38

Transportation	39
Policy Objectives	39
Transport and Development	39
Strategic Transport Proposals	39
Port of Rosyth	41
Freight	41
Energy	42
Policy Objective	42
Renewable Energy Technologies	42
Wind Energy	42
Minerals	43
Policy Objectives	43
Mineral Extraction	43
Opencast Coal Operations	44
Waste Management	44
Policy Objectives	44
 CHAPTER 4 SAFEGUARDING AND IMPROVING FIFE'S ENVIRONMENT	
Introduction	47
Policy Objectives	47
Landscape Setting	47
St Andrews and Dunfermline	47
Nature Conservation	48
Built Environment	50
Forestry and Woodland	50
The Coast	51
Countryside	51
 CHAPTER 5 MONITORING	
Introduction	53
Action Plan	53
Monitoring	53
 GLOSSARY	54

FOREWORD

FOREWORD

The Finalised Fife Structure Plan represents the strategic element of the Development Plan for Fife. This Plan promotes Fife in a positive and ambitious manner, whilst addressing a number of complex economic, social and physical challenges for us all. I believe that this Plan represents a positive investment plan, but one which recognises the important environmental assets that we have, and need to cherish, in Fife.

The Consultative Draft Structure Plan, published in March 2005, was the subject of widespread public consultation and was successful in stimulating debate and discussion. Almost 600 consultees participated and in excess of 3,000 comments were received. I thank all those who invested the time and effort to take part. The scale of this response highlights the importance of strategic planning to Fife. Some comments questioned or disagreed with the contents of the Draft Plan whilst others were supportive of them; but this healthy debate has helped to strengthen the Finalised version. All of the comments have been carefully considered and are reflected in changes to the Finalised Plan. The Plan has also been updated to take into consideration changing circumstances or policy.

The Scottish Executive has begun to take forward a number of steps to update the Planning System in Scotland. Following the consultation on the White Paper, "Modernising the Planning System" the Planning Etc (Scotland) Bill was published by the Scottish Parliament in December 2005. The Bill will provide the mechanism for delivery of a modernised planning system and a number of changes are proposed. These include the introduction of Strategic Development Plans and Local Development Plans to replace Structure and Local Plans. The transition will involve the move to strategic plans based on City Regions and Fife is in the unique position of being bounded by not one, but two such regions, based on Edinburgh and Dundee. This Plan therefore must look outwards to promote Fife and pave the way for this new breed of plan. This Plan, therefore, is likely to be the last Fife Structure Plan in its present form. Moving to a system of a single proposed local plan instead of a consultative and finalised plan will streamline the process.

As a strategic land use document, it is also important that this Plan links into and complements Fife's other strategic documents such as Fife's Community Plan "A Stronger Future for Fife", the Fife Economic Development Strategy "Growing Fife's Future" and the Fife Environmental Strategy "Take a Pride in Fife". These documents will in future have a strategic spatial element to them that will inform Fife's role in the City Regions.

This Structure Plan will provide for Fife a land use framework to deliver job opportunities, a range of quality housing, improved accessibility and strengthened community infrastructure all within a high quality environment.

In taking forward this Plan I would like to emphasise the importance of close partnership working with everyone with an interest in Fife. It is only through co-operation that we will achieve what is best for Fife.

I now have pleasure in submitting this, the Finalised version of the Plan, to the Scottish Ministers for approval.



A handwritten signature in black ink, appearing to read "R.M.R." followed by a stylized flourish.

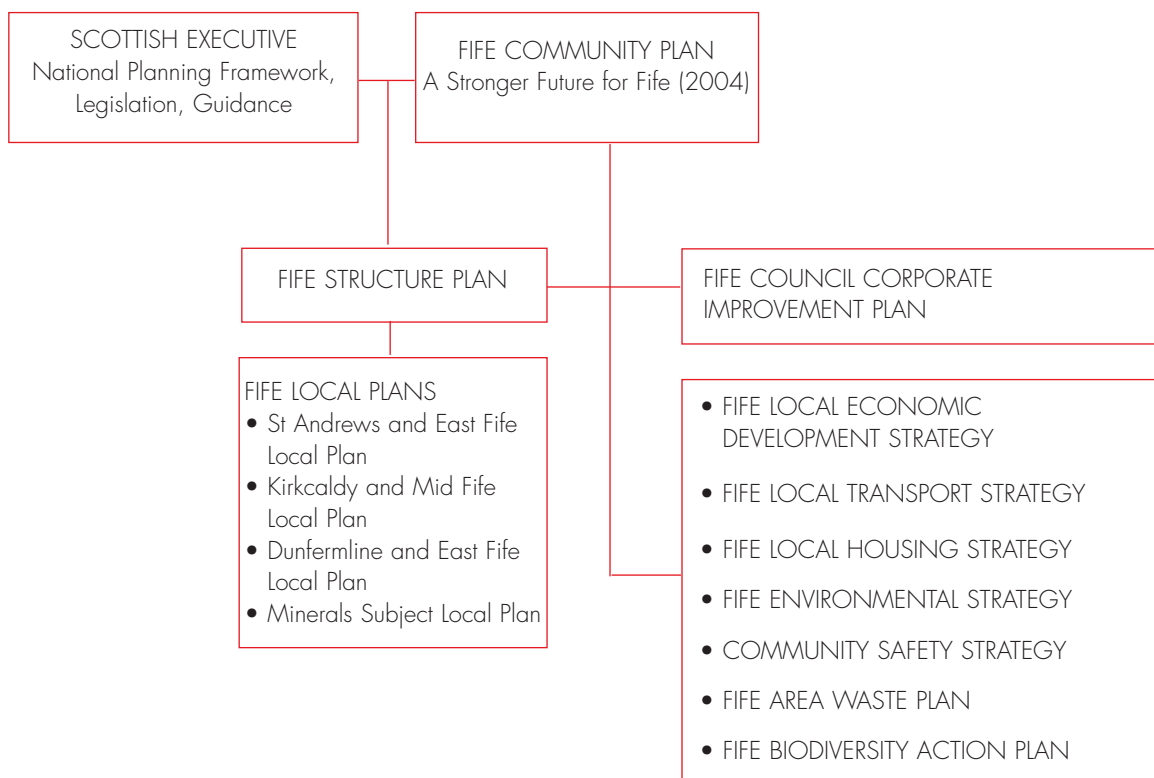
Councillor Mike Rumney
Chair, Environment and Development Committee

What is a Structure Plan?

The Plan sets out the development strategy and strategic land use policies and proposals and identifies the general scale and location of development. The Plan sets the context for Local Plans, which translate the strategic guidance into site-specific detail. Together the Structure Plan and the Local Plans form the Fife Development Plan.

The Structure Plan in Context

The Structure Plan requires to fit into a wider legal context set by European Directives and to be guided by the Scottish Executive's Scottish Planning Policies (SPPs), National Planning Policy Guidelines (NPPGs), Planning Advice Notes (PANs) and Circulars. The content of these documents is reflected, but not repeated, in the policies of this Plan. The National Planning Framework (2004) identifies the likely change to 2025 and sets out an achievable long-term vision for Scotland. The Fife Community Plan (2004) sets out the shared vision of public sector providers and the wider Fife community over the next 10 years.



FIFE IN 2026

Fife in 2026 is a very different place from the Kingdom at the turn of the century.

The economic landscape has been transformed, with Fife's historic strength in manufacturing now balanced by a thriving service sector with growing numbers of knowledge based employers emerging from the higher education sector and the transformation of manufacturing businesses. The rural economy has strengthened through diversification including new energy technologies. A skilled workforce throughout Fife meets the needs of business and industry and economic disparities are reduced. The population is well educated, with a substantial increase in the number of residents holding degrees, and Fife has excellent education facilities.

Fife's housing market has changed beyond recognition. A thriving construction industry now works in partnership with the Council to create a steady pipeline of new high quality, mixed tenure developments helping to deliver housing for all sectors of society.

Although communities like Inverkeithing and Methil are now home to an increasing number of affluent commuters to Edinburgh, locals with more modest incomes have not been priced out of the market thanks to local employment and a strong supply of social rented and affordable houses, cross subsidised by private housing developments.

Fife is one of the fastest growing areas in Scotland, and Mid Fife's population has ceased falling. Growth in the population means that Fife is now better able than before to sustain the excellent range of social care it delivers with its community planning partners.

Although St Andrews remains the pre-eminent visitor destination for tourists, Dunfermline and Coastal Fife now attract visitors from around the world on a regular basis.

In the past, transportation difficulties held back the Fife economy and prevented the population of Mid Fife from sharing the prosperity of the growing Edinburgh and Dundee economies. Improvements like the new Levenmouth rail link, improvements to the A92, cross-Forth ferry services and the new, multi-modal bridge across the Forth mean that Fife has never been better connected with the rest of the country. Cupar town centre has been revitalised by the diversion of heavy traffic onto the relief road and this has also significantly improved access to St Andrews for all.

Overall, Fife has become more sustainable with an increase in the use of public transport, an increase in businesses within communities and more sustainable forms of development. Fife in 2026 is playing an increasing role in meeting the national agenda. Fife is a first choice in east central Scotland to live, learn, work, play and invest.

EXECUTIVE SUMMARY

CHAPTER 1 EXECUTIVE SUMMARY

INTRODUCTION

- 1.1** Although the 20-year timescale covered by the Structure Plan may make it seem distant in most people's lives, the Plan will have a dramatic impact on the way Fife functions through to 2026. It sets out strategic land use challenges for our communities and is the key land use planning document for directing and managing growth and change. The strategy sets out the challenges for Fife, the strategy to capitalise on these challenges and outlines the envisaged outcome by 2026.

THE VISION

- 1.2** Fife's Community Plan "A Stronger Future for Fife" (2004) sets out the overall vision for Fife. Within this, the Structure Plan, through directing and managing growth, has a vision by 2026 for Fife to be...

A location of first choice in east central Scotland to live, work, play, learn and invest. An attractive place, with thriving and sustainable communities and a diverse environment. An area with a growing population which has reached at least 375,000 and is still expanding. A place where people can achieve their full potential through education, skills and career development.

THE CHALLENGES FOR THE FUTURE

- 1.3** Addressing the key challenges is fundamental to how future growth needs to be managed and directed. The Fife Partnership will use its land assembly powers, where necessary, and enter into long term partnerships with the private sector to address these challenges. Fife lacks a single dominant urban centre, the economy is under-performing, and the population is ageing. Pockets of high economic inactivity sit alongside communities of relative prosperity. The Community Plan sets out the ten key challenges that face Fife.

- Downward trends in population and economic activity in Central Fife require concentrated and co-ordinated action.
- Increased congestion and major public transport infrastructure challenges require investment to improve sustainable travel choices.
- Diversifying the economy and creating more quality, sustainable jobs.
- Providing good quality affordable housing as part of integrated communities.
- Developing education and skills.
- Creating strong, attractive, vibrant and thriving communities.
- Tackling inequality.
- Increasing voluntary sector involvement.
- Balancing pressure for growth with environmental impact.
- Increasing leadership and vision in promoting Fife.

- 1.4** The Fife Structure Plan is the major policy document concerning land use planning across Fife over the next 20 years and has been developed to complement, support and inform the work of other key related strategic documents including the Local Transport Strategy, Local Housing Strategy, and Fife Economic Development Strategy. Clearly Fife will not stand still during the 20-year life of the Structure Plan. The Plan will be updated on a five-yearly basis, through the proposed Strategic Development Plans for the City Regions and other Fife wide strategies including the Fife Community Plan. An Action Plan accompanies the Structure Plan, and outlines the actions and commitments required to implement the strategy. This will be updated on a biennial basis to monitor implementation.



THE DEVELOPMENT STRATEGY

1.5 The strategy sets out how the vision will be achieved across Fife by identifying the scale, type, general location and, where appropriate, the timing of new development. The strategy also implements the land use requirements flowing from the Fife Community Plan and other key documents such as the National Planning Framework (NPF) 2004.

1.6 Fife has the right assets in the right locations together with real potential in a number of areas to grow the economy and increase development activity. Fife has a high quality environment; a well educated/skilled workforce; is in close proximity to the cities of Edinburgh and Dundee; has good access to Europe; and has an available supply of competitively-priced land. The strategy and proposals contained within this Plan, together with existing assets, will make Fife a location of first choice in east central Scotland.

1.7 The NPF provides a perspective on Scotland's long-term territorial development up to 2025. The key aims of the NPF strategy are to: increase economic growth and competitiveness; promote social and environmental justice; promote sustainable development; and protect and enhance the quality of natural and built environment. In relation to regenerating communities, the NPF identifies two principal

issues for spatial planning. These are to ensure that economic priorities are located to benefit communities identified as priorities for regeneration and renewal, and that jobs and opportunities are accessible to disadvantaged groups in these areas. The focus of this Structure Plan on Mid Fife regeneration is wholly consistent with the NPF.

1.8 The NPF identifies:

- An Aberdeen-Edinburgh-Newcastle corridor where there are opportunities to develop the knowledge economy.
- The University of St Andrews' expertise as an asset within this corridor, able to contribute to both the national and local economy.
- The importance of St Andrews as a tourism destination of international renown.
- South Fife as being within the West Edinburgh/South Fife National Economic Development Zone.
- Rosyth as a European gateway to improved integration of Scotland's economy with that of continental Europe as well as the rest of the world, and as a strategic growth area.
- Mid Fife as an area of national priority for environmental enhancement.
- As key to unlocking the potential of these national assets, the investment in East Coast transport infrastructure, both road and rail, to reduce journey times.



1.9 At European Union level, Fife and the rest of Eastern Scotland form part of the North Sea Region. The European Spatial Development Perspective identifies the importance of strengthening West-East links in Northern Europe and Fife has a great deal of potential to contribute to these improved linkages.

Growing Fife's Economy and Increasing its Population

1.10 The strategy is to increase job opportunities, particularly in areas of high unemployment, for both employers and those looking for jobs. The strategy takes a positive approach to economic development and directs major new employment-creating development to the main towns, particularly within Mid Fife, and to South Fife/Rosyth and St Andrews.

1.11 South Fife/West Edinburgh is a national economic development zone. Rosyth port is a growing European gateway with the potential to be further developed as a national transport hub. Within the Aberdeen-Edinburgh-Newcastle corridor, Fife will play a key role in developing the knowledge economy links based on business research, especially in the energy sector, and at St Andrews University. A lead is being established with the pursuit of the National Energy Park at Methil Waterfront.

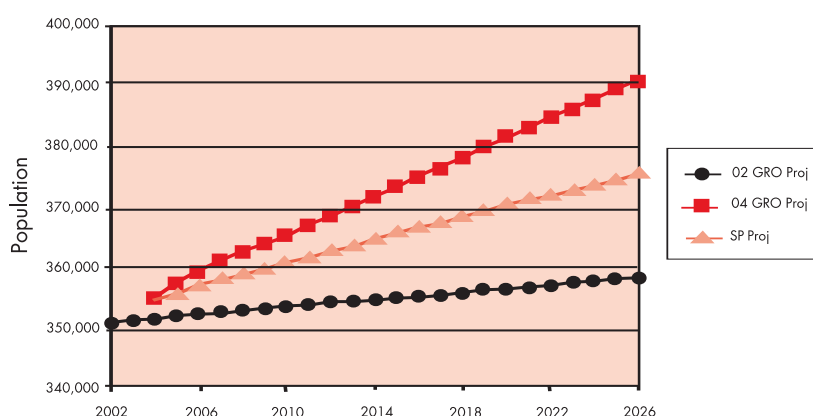
1.12 The General Register Office for Scotland recently published 2004 based population projections. These predict a 9.1% population growth in Fife based on a continuation of growth in recent years. This data will feed into the next set of national and Council household projections. The Plan Strategy will, however, only provide for a 5% growth in the population of Fife at this stage, as it anticipates that the higher level of growth

may not be sustained over the 20 year horizon of the plan. To accommodate the growth in population, the plan requires 35,200 new homes to be built in Fife over the next 20 years. A significant proportion of the house building will be focused on Mid Fife to support regeneration efforts and the population of East and West Fife will also increase. The Report of Survey sets out the detail of population and household demographics.

1.13 Suitable land for new employment sites is identified across Fife. The focus is on helping the service sector to grow, particularly high value and knowledge-based industries, whilst supporting high value manufacturing. The commercialisation of the higher education sector to promote opportunities to develop research and knowledge into local employment opportunities will be strongly supported. The quality, attractiveness and accessibility of Fife within east central Scotland makes it an increasingly attractive location for businesses, from headquarters to established small businesses and start-ups.

1.14 Dunfermline, Kirkcaldy, and St Andrews town centres will be the key centres. The civic, commercial and cultural hub of Dunfermline will be developed as a sub-regional centre, with an emphasis on sustaining and broadening its economic growth. Kirkcaldy's focus will be on growing the town as the main centre at the heart of Mid Fife, offering a wide range of commercial, retail, leisure and business activities and opportunities. St Andrews will be further developed as a world class destination with the potential to build on the international profile which it has as a cultural, leisure and visitor destination, and centre of academic excellence.

Population Projections



1.15 Development of these town centres is key to the growth of the Fife economy. However, it is still important to support growth in other towns, villages and communities to achieve balanced and sustainable growth throughout Fife. Town centres will continue to be the preferred location for new shopping and leisure facilities with the main focus on the sub-regional centres of Dunfermline and Kirkcaldy, and district centres of Glenrothes, Cupar, St Andrews, Leven and Cowdenbeath.

1.16 The strategy to grow Fife's economy and population is:

- To support the development of a new multi-modal Forth crossing at Queensferry to enhance the national and Edinburgh City Region economies.
- To grow the housing market in Mid Fife.
- To assist the transition to a broader economic base with significant growth in service sector employment.
- To develop a Coastal Development Zone along the North Forth coastline from Rosyth to Leven, linking significant brownfield regeneration opportunities at Inverkeithing Bay and Methil with new proposed Strategic Development Areas at Levenmouth and Kirkcaldy East and West.
- To support and strengthen the rural economy by encouraging its diversification.
- To support commercialisation of the higher education sector, in particular to capitalise on the knowledge economy and promote opportunities.
- To attract a new higher education campus to substantially enhance the number of residents holding a degree.
- To guide inward migration to Mid Fife in particular, to halt and reverse net out-migration and to assist in regenerating Mid Fife in accordance with the National Planning Framework.
- To focus major development on public transport interchanges and town centres well served by public transport, and to increase development densities in these areas.
- To attract inward investment through skilled labour, a range of high quality land and premises, good accessibility and a very attractive environment.
- To continue to develop Rosyth Waterfront as an international port, transport hub and economic growth area.

- To focus retail growth in Dunfermline and Kirkcaldy as sub-regional centres, and Glenrothes, and Cupar as district town centres in particular and consolidate growth in other town centres.
- To further develop St Andrews as a high quality tourist destination and to build on the tourism industry throughout Fife.
- To provide a choice of quality housing as well as providing for a choice of different locations, prices and tenures, from affordable housing to the high end of the market.
- To provide an attractive range of employment sites throughout Fife, including major land releases.
- To grow the energy sector with a focus on the Renewable Energy Park at Methil and the Green Energy Park at Westfield.

Improving Accessibility

1.17 Whilst the major routes provide local links to the adjacent cities of Dundee and Edinburgh, they are also part of the wider Scottish transportation network to the cities of Perth, Inverness and Aberdeen and the rest of Scotland. Improved transport links are critical to east central Scotland's economy and must be strengthened to meet the challenges of the 21st century. Rosyth is a European gateway which has the potential to further develop as a national transport hub. Employment land is allocated adjacent to housing to reduce the need to travel. There is a need to better link regeneration areas with employment hubs, for example, the Levenmouth area with Kirkcaldy and St Andrews. The proposal for a ferry passenger link between Kirkcaldy/Burntisland and Leith/Granton offers potential overall reductions in traffic growth and will assist the regeneration of Mid Fife. The transport connections between Kirkcaldy, Glenrothes and Levenmouth need to be strengthened to assist access to employment opportunities in line with Community Plan social inclusion and regeneration objectives and access to jobs within the wider city regions. The proposal to re-open the Levenmouth rail line will assist social inclusion priorities. Vital to improving accessibility is enhancing the public transport network, increasing modal shift to public transport and increasing the occupancy of vehicles. This will require large-scale investment in new infrastructure.

1.18 The strategy to improve accessibility to, from and within Fife is:

- To maximise the efficient use of existing Forth and Tay crossings through supporting increased modal shift to public transport and car share.
- To support the development of a new multi-modal Forth crossing at Queensferry to enhance the national and Edinburgh City Region economies.
- To promote mixed use developments to achieve improved accessibility.
- To support the provision of a Cross-Forth Ferry Service and associated infrastructure.
- To promote routes for public transport rapid transit corridors and interchanges with other networks.
- To support the provision of strategic transport improvements outwith Fife which support and improve Fife's economy and accessibility, including the proposed Edinburgh Airport link.
- To support the provision of strategic transport improvements within Fife including Cupar relief road, St Andrews link road, upgrading of the A92 and the Rosyth bypass.
- Further consideration of transport link options for St Andrews to the rail network will be addressed through the review of the Local Transport Strategy.

Raising Aspirations

1.19 The envisioned growth in the economy requires to be supported by a skilled and trained workforce. A culture of lifelong learning will be assisted through the spatial strategy by the location and provision of education facilities. The range and quality of educational opportunities is important to attract inward migration and maximise opportunities for Fife's population. Retaining school leavers within Fife and attracting and retaining graduates is important to enhance and broaden Fife's knowledge base and strengthen the workforce, thereby creating wealth, quality of place, and quality of life.

1.20 The strategy to raise aspirations and further develop learning and skills is:

- To identify and protect the land required for new educational facilities.
- To work in partnership with St Andrews University to develop the Campus Plan through the Local Plan.
- To work in partnership to support the

development of Fife's further and higher education sector.

- To work with partners to support the development of vocational training and apprenticeships.
- To encourage developers to use local labour and provide training and skills development/programmes to expand the skilled workforce in Fife.
- To work with the private sector to grow the construction sector.
- To develop the case with partners for expansion in Higher Education and research capacity in Fife, particularly in Mid Fife.

Improving the Range and Quality of Housing Development

1.21 The standard and overall quality of new development will be raised. Quality and innovative design will be prime considerations in allowing new development whilst designing for high densities of housing where this is close to transport hubs and town centres. The strategy will ensure there is a range of housing types across Fife, including affordable housing, single storey and barrier free housing to meet needs. Raising the quality and standard of housing and ensuring that it is secured by design will have health and social benefits.

1.22 The strategy to improve the range and quality of housing is:

- To raise the standard of quality and design in new development. To this end an Urban Design Guide for Fife has been published, which will be used to influence change.
- To align the range of new housing, including single storey houses, to meet the needs of the population taking account of demographic changes.
- To encourage imaginative solutions to increase density through good design and enhance the sense of community.
- To deliver quality new affordable housing and investment to improve the standard of housing.
- To integrate higher density housing, where appropriate, with public transport hubs and town centres, and to support new and improved public transport services to serve these developments.

Sustainable Communities

- 1.23** Affordable housing is a significant issue within Fife at the present time, as growth in house prices has priced housing in many communities outwith the reach of first-time buyers. The Structure Plan anticipates that private sector developers will make a substantial contribution to the provision of affordable housing through a range of tenures.
- 1.24** It is essential that a balanced, mixed community is achieved with a range of house types and housing tenures. The provision of employment land, affordable housing, community facilities including schools, integrated public transport and high quality design is critical to achieving mixed communities.
- 1.25** Sensitive growth and development in the rural economy is supported through employment opportunities, new housing, including the provision of quality affordable housing and improved public transport. Population will continue to steadily increase to sustain communities. Housing development within the rural areas will focus on the West Villages, Cupar, St Andrews, Leuchars/Guardbridge, East Neuk settlements, and the Tay Bridgehead. Longer-term growth of Newburgh is proposed within the next 30 years to support a new rail station. Support for farm diversification that contributes to sustaining rural jobs and maintains Fife's sense of place and quality of environment will be encouraged. The decline in traditional industries along the East Neuk coast has resulted in the need for the economy to diversify.
- 1.26** The strategy to develop and maintain sustainable communities is:
- To deliver affordable housing as part of new development and to raise the overall quality of the housing stock.
 - To prioritise the development of brownfield sites where possible.
 - To focus strategic land allocations within Mid Fife, Dunfermline, Cupar and St Andrews which will provide community facilities, employment land and a choice of different house types and tenure.
 - To sustain jobs and improve accessibility in the rural areas and small communities.
 - To implement the development of the

Strategic Development Areas to deliver regeneration priorities in partnership with other public service providers and the private sector.

Safeguarding and Improving Fife's Environment

- 1.27** Fife has a rich and varied natural and built environment, which requires to be improved. Green Belt will be designated, through the Local Plans, at St Andrews and Dunfermline to protect the landscape setting of their historic cores and integrate the towns with their landscape settings. Settlement coalescence will be avoided to protect settlement identity.
- 1.28** The strategy to safeguard and improve Fife's environment is:
- To accelerate the use of appropriate brownfield, vacant and derelict land within settlements and to encourage the re-use of buildings.
 - To protect the landscape setting of the historic cores of Dunfermline and St Andrews through the introduction of Green Belt as part of a long-term land use planning strategy to direct planned growth to the most appropriate locations.
 - To protect and enhance the character and distinctiveness of Fife's towns and villages.
 - To maintain, protect and enhance, where possible, Fife's natural heritage, built and historic environment, water resources and air quality.
 - To meet global challenges and opportunities, such as climate change, by encouraging the development and use of renewable energy technologies in both commercial and residential settings.



THE SETTLEMENT STRATEGY

INTRODUCTION

2.1 The Structure Plan sets a clear target for growth in both Fife's economy and its population during its 20-year lifetime. Continued growth in Dunfermline and development in Cupar and St Andrews is balanced by a major regeneration of Kirkcaldy as the main centre for Mid Fife. A Coastal Development Zone will transform coastal West and Mid Fife through a series of targeted, housing-led regeneration proposals along the North Forth shore.

2.2 Strategic land is allocated within each of the defined four Housing Market Areas. Seven Strategic Development Areas are identified as set out in Chapter Three. The key land uses within them are specified in this Plan.

COASTAL DEVELOPMENT ZONE

2.3 The relative prosperity and environmental quality of East Fife's coastal communities has not been matched in other Fife coastal stretches. From Leven to Rosyth, many of the communities have significant regeneration needs. There are a range of major development opportunities within this area for housing, employment, leisure and retail. The combination of these discrete projects into a major development zone will stimulate greater development interest and facilitate additional investment from both public and private sectors in this area. The Council will develop a comprehensive strategy for the North Forth shore and this will bring together the following elements:

- Continued development of Rosyth as an international port.
- Regeneration of Inverkeithing Bay.
- Three Strategic Development Areas at East and South-West Kirkcaldy and Levenmouth to assist in the regeneration of the wider Kirkcaldy and Levenmouth area.
- Retail opportunities in Kirkcaldy town centre.
- Cross Forth Ferry passenger service from Kirkcaldy/Burntisland to Leith/Granton.
- Major land releases for employment opportunities at Kirkcaldy East.
- Reintroduction of passenger rail services between Kirkcaldy and Levenmouth to assist in delivering social inclusion and maximising the rail network.

- Enhancement of Levenmouth's role as a gateway to the East Neuk coastal villages.
- Regeneration of Levenmouth and Methil Waterfront, including development of an Energy Park.

STRATEGIC LAND ALLOCATIONS

Strategic Development Areas

2.4 Seven Strategic Development Areas will contribute significantly to developing the Fife economy and enhancing communities. These areas will be the focus for mixed-use developments containing a minimum of 1,200 houses. Largely these developments will be on greenfield land, whilst maximising the re-development of brownfield land where possible, particularly in Levenmouth. Proposal PH2, in Chapter 3 sets out the approximate scale of new housing.

Dunfermline

Dunfermline will be expanded, growing out through development to the South West/ West/North around a revitalised city centre to further enhance the attractiveness of this small city over the next 30-40 years. Significant improvements to the transport infrastructure will allow its population to grow to over 50,000 over the 20 year life of this Plan. New and improved infrastructure will deliver benefits for the existing community. Green corridors/Green Belt designations will be formed to protect the historic setting of the city. Within the period to 2026, 80ha of employment land for business use, 4,550 new houses, and the provision, by the private sector, of public transport rapid transit corridors and a distributor ring road will be developed and integrated with the existing city commencing from 2011. Development will commence in the South West/West in the 2011 to 2016 period to deliver early strategic infrastructure. The potential to connect a light rail transit network to Edinburgh City and West Edinburgh will be accommodated should a new multi-modal crossing of the Forth be built. The city centre will be the focus of further retail development. Further capacity for both employment land and housing within this area will be developed post-2026.

Kirkcaldy

Kirkcaldy will be expanded as the main centre at the heart of Mid Fife over the next 20 years, further enhancing its popularity as a residential community and reinforcing town centre and community regeneration measures within the town. Expansion and redevelopment within the town centre will focus on creating an employment and retailing centre, providing regional services and leisure facilities and maximising the potential of the waterfront. Business growth will focus on the A92 and will attract higher value, knowledge based and service sector industries to Mid Fife. In addition to maximising the redevelopment of brownfield sites, two Strategic Development Areas will be developed in Kirkcaldy:

Kirkcaldy East

Expansion to the East will commence early in the Plan period from 2007 with 2,500 new houses, 40ha of employment land and a regional leisure park which will assist in regenerating the area to 2026. Capacity for further development exists post-2026. Key linkages to the transport network will be required to relieve predicted capacity constraints within the network, and the introduction of a new rail halt will also be required as part of this development.

Kirkcaldy South West

Land to the South West will be developed from 2011 to accommodate 1,200 new houses with further capacity available post-2026. The development will assist in regenerating the Kirkcaldy area including the provision of affordable housing, improvements to transport and education infrastructure and supporting community regeneration. Key linkages to the town centre and public transport network are essential. To the North West, adjacent to the A92, a longer-term employment site will be identified in the Local Plan and protected for implementation post 2026.

Lochgelly

Lochgelly will be expanded from 2007 to provide land for 1,700 new houses and 25ha employment land for business and general industrial use to 2026. Further expansion will follow post-2026. Development options will be linked to the public transport network and will drive the regeneration of the town through improving the town centre, creating employment opportunities, and enhancing the town's identity.

Levenmouth

Levenmouth comprises the settlements of Leven, Methil, Methilhill and Buckhaven. To assist in the regeneration of the area, 1,200 new houses and 15ha of employment land for business and general employment use will be provided by 2026. The contribution from brownfield sites will be assessed and maximised in order to minimise greenfield development and underpin regeneration. Development will commence from 2007. Key linkages to the public transport network are required together with contributions towards the possible reintroduction of passenger rail services and the safeguarding of land that may be required for associated station developments.

Cupar

Although Cupar has experienced recent growth and is popular as a place to live, the Structure Plan seeks to consolidate its role as the service centre for a large part of rural East Fife. The strategy, therefore, supports revitalisation of the town centre through the delivery of a new relief road which will be provided by the private sector as part of a new Strategic Development Area to the north of the town. This development will help attract more commercial investment, support services, employment, investment in infrastructure, and public transport connections. Land for 1,450 new houses in the period to 2026 will be identified to the north of the town and in other, smaller, sites. Details of the proposal will be the subject of further community consultation through the development of a master plan. The proposals will enhance the economic, social and environmental strengths of the town and will include new retail and business park provision to provide employment.

St Andrews

The strategy is to realise the potential of St Andrews as an economic driver for the whole of Fife in terms of academic development and tourism, whilst reconciling this against the need to protect its internationally important heritage. This strategy has significant implications for land use and expansion of the town and has to be balanced with the need to protect its landscape setting. High quality development and expansion of employment land is required over the longer term. Land for 1,200 houses in the period to 2026 will be identified; a large proportion of which will be within a Strategic Development Area to the west of the town and will maximise the use of brownfield sites where possible. A 10ha Science Park and a 10ha general business park will be identified to provide opportunities for employment growth. The Local Plan will define the Green Belt boundaries taking account of the need to provide land for development over, and potentially beyond, the Plan period. Contribution to a new link road will be required as part of this development.

Other Strategic Land Allocations

- 2.5** A number of settlements throughout Fife are identified for other Strategic Land Allocations at a smaller scale (minimum 300 houses). These are Glenrothes East, Leuchars/Guardbridge, East Neuk settlements, Tay Bridgehead, West Villages, Kelty/Lochore/Ballingry, Inverkeithing Bay, Burntisland and Markinch. The scale, specific location, and timing of these developments will be considered in detail through the Local Plans. These strategic allocations are in addition to other brownfield redevelopment opportunities and smaller sites identified through the Local Plans. Proposal PH2 in Chapter 3 sets out the approximate scale of

new housing. Brownfield sites will be the first priority for development; however, greenfield land release will also be required.

Wider Fife Settlements

- 2.6** Beyond these Strategic Land Allocations, smaller-scale development in other settlements will be identified through Local Plans. The approach for these settlements will be one of organic growth to meet local needs for both housing and employment. Again, priority will be placed on developments that reuse brownfield land and contribute to regeneration. Local Plans are the key mechanism for identifying appropriate sites for development and they also allow for consultation with the community and other stakeholders and for assessment of how well a proposal meets the community needs. The overall policy framework that supports the strategy of this Structure Plan is outlined within Chapter 3. Consideration will be given, through the Local Plans, to small scale housing at Crail Airfield in East Fife and Comrie Colliery in West Fife to support the regeneration of these areas.

- 2.7** The policies in Chapter 3 set out the framework for development and providing for community needs, whilst seeking to protect Fife's natural and built assets. Housing policies emphasise the importance to be placed on meeting the needs for affordable housing, and the need to promote balanced communities that fulfil the Community Plan commitment of developing strong attractive, vibrant and thriving communities. Such communities are vital to providing a high quality of life for everyone. Local Plans are the key mechanism for bringing forward proposals for improved community facilities, employment land and housing land.



IMPLEMENTING THE STRATEGY

INTRODUCTION

- 3.1** The Plan's strategy seeks to ensure that development is located in the most sustainable locations. It is based on the need to balance social justice with economic competitiveness and environmental issues. Therefore, partnership working, co-ordinated action and quality of development will be promoted. Policy SS1 provides a strategic framework for local planning and the assessment of development proposals.

DEVELOPMENT STRATEGY

POLICY SS1: Settlement Development Strategy

Development shall take place within settlements unless there is a justified need for a countryside location. In identifying sites for development in Local Plans, and in the assessment of other development proposals, the Council will have regard to:

the existence or anticipated availability of:

- community infrastructure, including school provision.
- public transport nodes and interchanges.
- access to local services.
- water and drainage.
- brownfield land opportunities.

and:

- the avoidance of the coalescence of settlements.
- the protection of mineral deposits from sterilisation.
- the protection of built heritage or natural environment features.
- the avoidance of development in areas at risk of flooding and/or coastal erosion.
- the risk of mining subsidence, gas and mine water and ground contamination.
- the contribution towards achieving both urban and rural regeneration priorities.
- the need to create a more diverse economy.

- the need for Sustainable Urban Drainage Systems (SUDS) to address surface water runoff and to contribute to sustainable development and nature conservation and enhancement.

Master plans will be prepared in consultation with communities specifying phasing, scale and siting of development, where stated, and will address:

- the delivery of mixed communities with a range of house types and tenures from quality affordable housing to executive housing.
- the potential to contribute to employment opportunities, community safety, and social inclusion.
- high quality design, energy efficiency, the use of sustainable building materials and the use of renewable energy sources.

- 3.2** A range of sites will be identified through the Local Plans to meet the housing land requirements. Opportunities to redevelop brownfield land are maximised by taking account of the amount of brownfield land that is likely to be available for redevelopment over the 20 years. However, this will not, by itself, be sufficient to meet the needs of development. The release of greenfield land will also be required. Large scale development, in the form of Strategic Development Areas, is required to ensure that development needs, particularly for housing and employment land are met and, in Mid Fife, to continue urban regeneration and stabilise the population base. Policy SDA1 sets out the policy framework for Strategic Development Areas, and promotes the release of a limited number of strategic, large-scale sites that will be integrated with existing settlements. This will ensure the release of greenfield land comes through in a planned sustainable way rather than in piecemeal fashion. Stakeholder consultation and partnership working will be a feature of masterplanning exercises.

POLICY SDA1: Strategic Development Areas

Strategic, large-scale expansion will occur in Dunfermline, Lochgelly, Kirkcaldy, Levenmouth, Cupar and St Andrews over the next 20 years. Provision will be made for employment land, a minimum of 1,200 houses, integrated transportation links, infrastructure, community facilities, healthcare, education, affordable housing, structural landscaping, public art and open space in each case. Other, compatible, uses will be considered. These developments will assist in meeting economic and social inclusion objectives.

Local Plans will define the specific sites, phasing and mix of uses. An integrated and phased masterplan for the development of the land will be prepared in consultation with local communities, landowners and stakeholders. Policy DC1 and Proposal PDC1 set out the developer requirements and community benefits associated with each Strategic Development Area. Planning agreements will accompany each masterplan to guarantee its content and its satisfactory implementation. Piecemeal development will not be acceptable. Planning applications will require to be supported by Transport, Environmental and Design Assessments.

Brownfield Land

3.3 The redevelopment and re-use of derelict and vacant land can greatly improve the appearance and environmental quality of an area. Derelict and vacant land should be promoted for early redevelopment/re-use in Local Plans. This is particularly relevant in Mid Fife, which is one of three areas identified for environmental improvement within the National Planning Framework.

3.4 There can also be significant areas of derelict land in the countryside. Normally, the most appropriate uses for such sites after rehabilitation will include agriculture, woodland, countryside recreation, and nature conservation. However, on other significant sites such as Comrie Colliery and Crail Airfield, other uses may also be considered (excluding large-scale housing) including leisure and tourism. Fife Council will

therefore work with site owners to secure rehabilitation and a positive but sensitive after-use for such sites.

3.5 Policy BL1 sets out the circumstances in which other uses may be supported. All rehabilitation operations must themselves be environmentally acceptable. Local Plans will identify countryside areas of derelict and/or vacant land and propose new uses, where appropriate.

POLICY BL1: Rehabilitation and Re-use of Brownfield Land

Development securing the redevelopment and/or re-use of derelict land or vacant land will be supported where the new use:

- is appropriate to and compatible with the surrounding area;
- provides environmental/community/economic benefits;
- can be achieved in an environmentally acceptable and sustainable manner; and,
- accords with other Structure and Local Plan policies.

Developer Contributions

3.6 It is important that any negative impact of new development on communities is minimised, and that the potential for benefit and improvement is maximised. New development should not have a net detrimental effect upon the communities of which they will be a part, or adjacent to. Rather, it should contribute to the quality of the environment and to these communities. This will include appropriate contributions to infrastructure and services to meet any shortfalls in such provision. In the case of the Strategic Land Allocations, there will be shortfalls in the strategic infrastructure to serve these developments and the development industry will be expected to make an appropriate contribution to such related to bringing forward development.

3.7 The Council will expect the development industry to provide the essential community infrastructure needed to support their developments as a planning requirement, including schools, transportation improvements and other facilities. No cost should fall to the public purse, particularly in bringing forward Strategic Land Allocations. Appropriate contributions will also be sought towards community infrastructure over and above that required. These requirements are expressed in this Plan to assist the development industry. The Council will work with developers to reduce the timescales from concept to delivery wherever possible. Supportive partnerships with communities, developers, landowners and other partners will ensure timeous release of land to meet the requirements of the housing market and phasing plans will be implemented to ensure the delivery of facilities and infrastructure as development is built out.

3.8 Contributions from developers will be essential to the delivery of the Plan's strategy and the Council wishes to work in partnership to assist delivery. The Council will seek to develop mechanisms to maximise the impact developer contributions can play in realising the Plan's strategic vision. Where appropriate, the Council will encourage developers to work jointly to deliver community infrastructure.

3.9 Examples of community infrastructure include: education, sport facilities, and healthcare facilities; local shops and services; employment opportunities including serviced employment land; public transport facilities and services; strategic and local transportation improvements; walking and cycling improvements; affordable housing; town centre improvement schemes; public art; and landscape enhancement.

**POLICY DC1:
Developer Requirements -
Essential Community Infrastructure**

For all new development the Council will seek contributions from developers to address any shortfalls in community infrastructure and/or mitigate any adverse impact brought about by their development. To assist in integrating land use and transport, development proposals must be supported by Transport Assessments and Travel Plans where appropriate, and the necessary on and off site infrastructure. Planning conditions, legal agreements and other suitable mechanisms will be used to secure appropriate developer contributions related to the scale, impact and timing of the development.

3.10 Essential to the Plan's strategy is the development of the Strategic Land Allocations and in particular the Strategic Development Areas. Policy DC1 and Proposal PDC1 outline the broad requirements and contributions from developers for these developments. The Action Plan provides some detail on the scale and types of contributions being sought for the strategic locations and other allocations. Local Plans will provide further information. This, though, does not preclude the requirements being refined at a later stage.

Proposal PDC1: Developer Requirements - Strategic Land Allocations

Strategic infrastructure is essential to deliver the strategic allocations identified. For all allocations leisure and community facilities; mixed tenure and size of housing, including affordable housing; public art; structural landscaping; and integrated open space will be required. The table below sets out the additional requirements specific to each of the Strategic Land Allocations.

Strategic Land Allocation	Primary School (* denotes 2 schools or double stream)	Secondary School	Healthcare Facilities	Community Regeneration	Strategic Transport Network Improvements	Local Transport Improvements	Employment Land
Dunfermline Southwest/West/North	• P*	• P	•		•	•	•
Lochgelly	• P	• C	•	•		•	•
Kirkcaldy East	• P*	• C	•	•	•	•	•
Kirkcaldy South-West	• P	• C	•	•	•	•	
Levenmouth	• P	• C	•	•	•	•	•
Cupar	• P	• C	•		•	•	•
St Andrews	• P	• C	•		•	•	•
West Villages	• C	• C	•	•	•	•	•
Inverkeithing Bay	• P	• C	•	•	•	•	•
Kelty, Lochore & Ballingry	• C	• C	•	•		•	
Burntisland	• C	• C	•			•	
Glenrothes East	• C	• C	•			•	
Markinch	• C	• C	•		•	•	•
Tay Bridgehead	• C	• C	•		•	•	•
Leuchars/Guardbridge	• C	• C	•		•	•	•
East Neuk Settlements	• C	• C	•			•	•

Key

- Required to be provided by developers
- P Denotes requirement for school to be built
- C Denotes contribution to school

RESOURCES

- 3.11** Infrastructure and community facilities cover a range of services including water supply, sewerage and drainage, Information and Communications Technology (ICT), healthcare provision, education, libraries, leisure and community facilities.

Policy Objectives

- Enabling development to take place in preferred locations at the right time by providing for adequate infrastructure and services.
- Safeguarding land for infrastructure improvements.

Strategic Infrastructure

- 3.12** Limited public budgets for infrastructure projects and the, often lengthy, period necessary to plan and implement such projects mean that it is important that the availability of land for such proposals is not jeopardised by other types of development.

POLICY C1: Strategic Infrastructure

Fife Council will seek to ensure that:

- development in accordance with the Development Strategy is not constrained;
- use of existing water and drainage infrastructure is optimised;
- Scottish Water programmes for infrastructural improvements are planned in line with the Development Plan Strategy including Quality & Standards 3 and 4 and any subsequent programmes;
- proposals for new or expanded or augmented healthcare facilities will be supported where they are in sustainable locations, supported by public transport; and,
- Local Plans will provide positively for the provision and upgrade of ICT infrastructure and support the expansion of networks across Fife.

The Council will work in partnership with the appropriate key agencies to programme and deliver the capital infrastructure programmes that will be required to deliver the Development Strategy. Land for programmed or planned infrastructure proposals will be identified and safeguarded from prejudicial development.

through joint working and developers will be required to fund the servicing of their sites.

3.15 ICT continues to develop rapidly and is now a basic infrastructure requirement. For Fife to be a high quality environment it requires to develop and maintain a first class ICT infrastructure to achieve economic growth and social inclusion.

3.16 The provision of healthcare facilities is a major influence in determining our quality of life. In recent years, major changes have taken place in healthcare as the health service in Fife has adapted to meet changing circumstances. This structural change is part of an ongoing national reorganisation of health services which aims to develop a pattern of hospital and other health services which are sustainable and provide the best possible range of services to local communities. Primary healthcare facilities require to be located within or near to the communities they serve.

3.17 The provision of sport and recreation facilities and open space in settlements enhances the health and quality of life of local communities. Fife is a destination of international renown for golf tourism, which makes a significant contribution to the economy. It is essential that visitors and residents can access courses and enjoy other associated facilities that will encourage return visits. Policy guidance for sport, recreation, open space and golf development is contained within Local Plans.

BUSINESS AND EMPLOYMENT

3.13 Scottish Water is responsible for the provision of water and drainage which is crucial to the delivery of development. It is important for the successful implementation of the development strategy that locations should not be constrained by a lack of, or delay in, service availability. It is also important that any new development is directed to locations that optimise the use of existing infrastructure capacity.

3.14 There are key issues for the Plan related to water quality, environmental considerations and the future demand for services. Fife Council will actively work with Scottish Water and SEPA to ensure that they are able to meet their regulatory obligations and support the development strategy. It is acknowledged that there will be a requirement for additional investment in water and drainage networks beyond that contained in capital programmes. This will be addressed

3.18 Growing Fife's economy is fundamental to creating wealth, increasing job prosperity and improving the overall quality of life, equality and opportunity for residents. The role which town centres play in Fife's economy is important and will increase even further. The sub-regional town centres of Kirkcaldy and Dunfermline will be the focus of major town centre development, supported to a lesser extent by development of the district centres of Glenrothes, Cupar, St Andrews, Leven and Cowdenbeath.

3.19 Where people work, shop and spend their leisure time is important to our everyday needs. Fife's main town centres need to build on their vitality and vibrancy. These centres are essential to the local economy and the overall sense of place within communities. Town centres offer a range of opportunities to live, work, play and invest. Land will be identified through Local Plans for Class 4 office use in the sub-regional and district town centres to grow their employment base.

3.20 The Plan seeks to maintain a supply and range of sites that allow flexibility to meet the uncertainty of market needs and safeguard sites for employment use. The success of the Fife economy requires that employers have access to a well-educated and skilled labour force. The Plan provides for the development of educational establishments that offer higher and further education and vocational training to meet employer-specific needs. The University of St Andrews and Fife colleges play an important role in increasing skills and training within Fife, developing the knowledge economy and increasing the number of residents with degrees.

3.21 Fife offers an attractive environment to inward investors, from large companies to individual entrepreneurs. Fife has a close relationship with the Edinburgh and Dundee economies in

providing a labour supply and accommodating further business growth. Balanced with inward investment is the importance of supporting the existing economic base whilst encouraging and supporting new business start-up. East Fife has a leisure economy based around golf and tourism together with increasing the contribution that science and technology makes to the economy. This requires to be further capitalised upon by providing the right conditions to allow business to develop. There are opportunities across Fife to develop more hotels and further build on the tourism sector. Fife offers a range of locations to meet the individual requirements of companies small and large seeking to expand, relocate or start-up. Fife offers a high quality environment, good physical and electronic connectivity and access to a skilled labour force.

3.22 Nationally, the key economic drivers within Fife are seen as South Fife/Rosyth, the regeneration of Mid Fife, and St Andrews. The Fife Community Plan (2004) stresses the importance of a thriving and successful local economy to Fife's future success and quality of life. To meet these priorities, there needs to be a good range of quality employment land in the right places, employment opportunities, skills development, improved educational attainment and strong transport networks.



Rosyth/South Fife

3.23 Rosyth is a key national growth point for economic development, both in Fife and Scotland, and is an important element of inward investment in Fife. The Rosyth Waterfront covers 200ha of land, of which 65ha are vacant. The Waterfront will be promoted as Scotland's Continental Ferry Port and European Gateway for sea borne passengers and freight and, to achieve this aim:

- new continental ferry services and improved visitor facilities will be promoted at and adjacent to the Port of Rosyth (Proposal PT2);
- Rosyth Waterfront will continue to be developed as a strategic employment area for businesses seeking a port/waterfront location; and
- the Waterfront will be promoted for the development of multi-modal freight distribution, handling and consolidation facilities.

Mid Fife

3.24 As well as supporting inward investment in Fife, there is a need, as part of the overall strategy of regeneration and growth, to encourage local economic growth. The settlements of Mid Fife provide key locations for both inward investment and new local business development. Town centre sites will be identified through Local Plans for Class 4 office use. The economy of Mid Fife remains dependent on manufacturing. An objective of the Plan is to encourage diversification in the economy to ensure a better balance between manufacturing and service industries. As part of this the Council has advanced the John Smith Business Park. Overall, one of the key national priorities is to improve the environment of Mid Fife. New mixed uses in Strategic Land Allocations across Mid Fife, together with existing facilities and infrastructure, will assist in creating new jobs, providing investment opportunities, stimulating the economy and improving the quality of life.

St Andrews

3.25 There are opportunities to develop links outwith Fife in the areas of science and technology to further develop St Andrews' role, and increase the contributions that science and technology make to the Fife economy. A science park is required, together with a general business park, to meet the needs of expanding local businesses.

This will be delivered as part of a mixed-use development. Tourism continues to be a significant driver of the St Andrews economy and opportunities to expand this sector are identified in the Local Plan.

Rural Fife

3.26 Creating opportunities within rural East and West Fife is important to sustain communities and provide local employment. There is a need to maintain and build sustainable communities, providing reasonable access to good quality services and accommodating modest growth to support a population that is more balanced in terms of age structure. The aim is to enhance and diversify the rural economy, tackle disadvantages and improve accessibility. To achieve this requires the creation of local jobs in sustainable locations, supporting agricultural diversification, reducing the need to travel to work, and improving accessibility, in particular, to larger employment centres. In Cupar a business park and general industrial land will be delivered as part of the Strategic Development Area.

Policy Objectives

- Increasing prosperity and economic growth across Fife in a sustainable manner.
- Providing a marketable supply of quality employment land and premises in the right places.
- Enhancing and diversifying the rural economy.
- Creating favourable conditions for both inward and local investment.

3.27 New strategic employment land will be focused in areas already identified for such use and within the new Strategic Development Areas, as shown in Proposal PE1. A supply of smaller employment sites is required across Fife to grow the economy. Policy E1 sets out the requirement to be identified through Local Plans.

POLICY E1: New Employment Land

Local Plans will identify specific employment sites for:

- new strategic sites in Proposal PE1;
- a 7-year supply in settlements above 5,000 population and in clusters within rural areas;
- Class 4 office use in the sub-regional and district centres; and,
- hotels throughout Fife to further assist in growing the economy and tourism sector.

These sites will be safeguarded from prejudicial development.

3.28 Proposal PE1 identifies existing and proposed sites allocated for employment land which will be safeguarded from other development proposals. Land at Freescale (formerly Motorola) in Dunfermline is safeguarded for future expansion. It is important that the necessary infrastructure, particularly water supply and drainage, should continue to be available and be of a standard to allow the occupation and further development of this site.

3.29 There are opportunities to use land, buildings and a skilled local labour force to allow existing companies to diversify into new sectors and facilitate the development of specialist cluster groupings. This is happening at Methil Waterfront where there is an opportunity to draw upon experience gained in the offshore engineering industry to establish manufacturing facilities for the renewable energy sector.



Proposal PE1: Proposed and Existing Strategic Employment Land

Settlement	Site Location (*New Allocation)	Area (ha)	Preferred use
Dunfermline	*Strategic Development Area	80	Business
	Admiralty	8	Business
	Calais Muir, Dunfermline ***	38	Single User/Business
	Freescall Expansion, Dunfermline	40	Business
	Rosyth Waterfront	65	Port related and waterfront business and facilities
	Carnegie Campus	12	Business
	Dover Heights ***	12	Business
Glenrothes	Fife Airport ***	16	General
Kirkcaldy	John Smith Business Park	19	Business
	*Strategic Development Kingslaw / Kirkcaldy East **	40	Business
Westfield	Westfield ***	60	Green Business Park
Levenmouth	*Strategic Development Area	15	General Business/Industrial
	Methil Waterfront	40	Renewable Energy Park
Lochgelly	*Strategic Development Area	25	General Business/Industrial
Cupar	*Strategic Development Area	10	Business Park and general industrial
St Andrews	*Strategic Development Area	10	Science Park
	*Additional allocation to be identified through Local Plan	10	Business
Cowdenbeath	Mossmorran	250	Safeguarded for petrochemical development
Fife Wide	* To be identified in Local Plans		7-year minimum business land supply in settlements above 5,000 population and in clusters within rural areas, particularly East and rural West Fife.
Total Strategic Allocation		750	

Note:

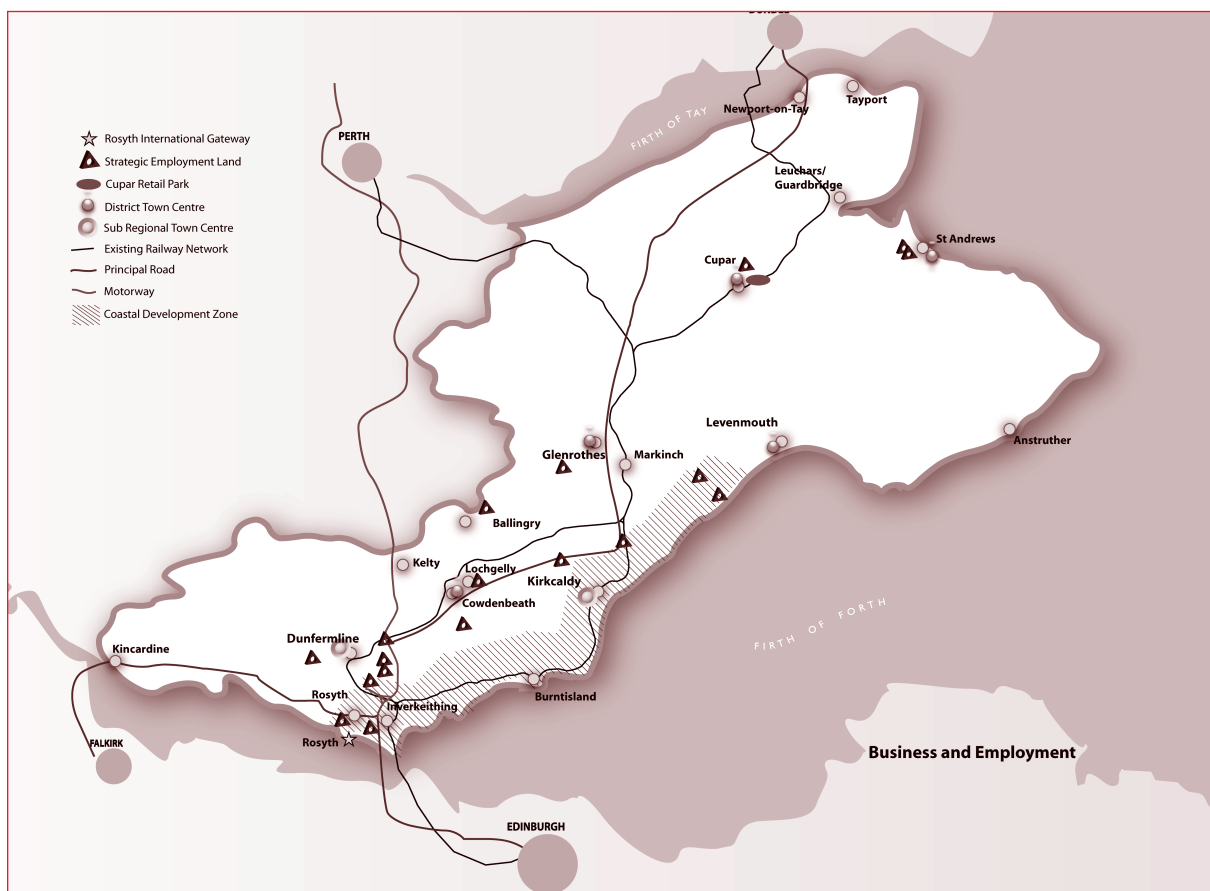
- * Indicates new allocation.
- ** Includes developed and undeveloped land for employment zone and provision for employment land post 2026.
- *** Some sites are unserviced and will require infrastructure in advance of, or as part of, development.

TOWN CENTRES AND RETAILING

3.30 Town centres of all sizes are an important expression of civic pride, a focus for our communities, and a key driver of both the economy and of regeneration. It is important, therefore, that they provide a range of key services including quality shopping, leisure, cultural and commercial activities to attract and serve both residents and visitors. Revitalising town centres requires them to be the focus for living, working, playing and investing. Cultural facilities should be enhanced to highlight the distinctive identity that attracts people to individual centres. Town centres, however, are only one element, albeit an important one, of a network of centres, which also includes retail parks.

Policy Objectives

- Promoting Fife's town centres actively, in particular their retailing, commercial and leisure sectors, to aid regeneration, assist the night-time economy and improve the performance of the Fife economy.
- Encouraging the renewal and/or development of Fife's town centres as thriving, attractive and accessible places for retailing, leisure, business and cultural facilities, using a sequential approach.
- Ensuring that Fife's strategic town centres improve their position in the Scottish retail hierarchy by facilitating development to reduce leakage to centres outwith Fife.
- Making provision for additional Class 4 Office development within the sub-regional and district town centres to assist in growing the employment base in these commercial areas.



3.31 The Council and its Community Planning partners will actively work with the private sector to encourage investment in town centres as part of a network of centres. The Plan provides a long-term framework in which the private sector can make investment decisions. Due to the geography of Fife there is no single dominant centre. Given this, and the trend towards increased mobility, it is important that Fife's town centres complement rather than compete with each other. To improve the relative position of Fife's town centres, any available investment must be co-ordinated and targeted. Consequently this Plan identifies the town centres of Dunfermline and Kirkcaldy as sub-regional centres and Glenrothes, Cupar, St Andrews, Leven and Cowdenbeath as district centres. The district centres, however, vary considerably in nature and size with Glenrothes being, by far, the largest. All of these town centres are key drivers of the Fife economy. The Council is supporting regeneration initiatives in Dunfermline (Royal Dunfermline) and in Kirkcaldy (Kirkcaldy Renaissance).

3.32 It is also important to encourage growth throughout the network of centres, especially those in smaller settlements. Such centres will be supported to consolidate their existing position in the hierarchy. They, too, are important drivers of the local economy and their vitality and viability must be fostered, although their growth ought not to be at the expense of Dunfermline and Kirkcaldy.

POLICY S1: Town Centres

Retail and leisure development will be directed towards the sub-regional town centres of Dunfermline and Kirkcaldy and the district town centres of Glenrothes, Cupar, St Andrews, Leven and Cowdenbeath. Smaller scale proposals and redevelopment will be encouraged in other centres to help consolidate their positions in the town centre hierarchy serving more local catchments. A diversity of uses, including leisure, commercial (including Class 4 Office use), and housing will be encouraged within town centres. Good quality design will be promoted to improve safety and security, thereby assisting the night-time economy.

3.33 Retail spending is split into food and non-food. Fife retains most of its available food spending and there is some capacity for further food superstores in the period up to 2016 above that already committed. In addition, further provision may be required to support the areas identified for significant residential development to provide increased choice of provision, and to reduce the need to travel, where it is considered consistent with the Plan's overall strategy.

3.34 Retail and commercial leisure developments will be directed firstly to town centres, followed by edge-of-centre sites and finally to accessible out-of-centre locations. Local Plans will assess the potential to release land in other locations taking account of the strategic town centre masterplanning process.

3.35 Steady growth in the non-food retailing sector is forecast. However, in the early part of the Plan period, to 2011, most of this is expected to be met through existing commitments. Fife currently loses about one third of the net available spend on non-food goods and this is forecast to continue. By 2016, some £450m of the available spend of £1,300m will be lost through leakage from Fife. This level of leakage is a drain on Fife's economy. A key objective of this Plan, therefore, is to reduce the level of non-food expenditure leakage from Fife. This will be achieved by attracting more people to Fife's town centres and other retail centres through improvements to the range and quality of the existing shops and facilities; growing Fife's population; promoting enhancements to town centre environments; and increasing the amount of retail floorspace, particularly within Dunfermline and Kirkcaldy, and to a lesser extent, in Glenrothes and Cupar. An additional retail park, of approximately 6,500 sq metres, specialising in bulky goods, is proposed in Cupar. It should be aligned with the proposed relief road and be easily accessible to the East Fife catchment area in order to help stem leakage. Expansion of retail within Kirkcaldy town centre will be considered through the Local Plan.

3.36 The retail sector requires close monitoring to gauge trends and the vitality and viability of town centres. Increasingly food superstores are selling a range of non-food goods. The amount of such retail space permitted will be influenced by the distance of such provision from town centres, with edge of centre locations being permitted less non-food floorspace than town centre locations but more than out-of-centre locations. Supplementary Guidance will be published to provide detailed advice on a range of retailing issues.

POLICY S2: Retail Development

Proposals for new retail development or redevelopment will be supported provided they:

- are part of a comprehensive town centre regeneration project;
- satisfy the sequential approach to retail location set out in NPPG8;
- are accessible by a variety of transport modes and minimise the need to travel;
- do not, individually or cumulatively, adversely affect the vitality and viability of Fife's town centres; and,
- support the settlement's position in the town centre hierarchy.

Proposals for major retail development of 2,500 square metres gross floorspace or more, either individually or cumulatively, will in the first instance be encouraged to locate in Dunfermline and Kirkcaldy and, to a lesser extent, in Glenrothes and Cupar. Proposals will require to be supported by a Retail Impact Assessment, a Transport Assessment and a Design Statement. For all other retail development proposals, a Retail Impact Assessment will be required for developments of 1,000 square metres gross floorspace or above. Reference should be made to the Transportation Development Guidelines for the thresholds relating to Transport Assessments. Local Plans where appropriate will identify the retail proposals.

POLICY S3: New Shopping Floorspace

New retail floorspace that comes forward will be expected to meet the sequential approach, and assist in the consolidation of Fife's Town Centres or the maintenance of the role of Fife's Retail Parks within the retail hierarchy. In order to sustain town centres, non-food floorspace will be limited in out-of-centre locations, whilst taking into account existence of any retail parks. The amount of permitted non-food retail space within food stores will be influenced by the distance of such provision from town centres. Due to the diverse nature of town centres, more detailed guidance will be set out in Local Plans.

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

Provision will be made, through the St Andrews and East Fife Local Plan for a site for a retail park specialising in bulky goods in Cupar, to serve the East Fife catchment area.

Provision will be made through the Kirkcaldy and Mid Fife Local Plan for the expansion of:

- retailing within Kirkcaldy town centre; and
- additional non-food retailing at Chapel Retail Park in Kirkcaldy, post 2016.

HOUSING

3.37 Good quality housing is a basic human need. Its provision contributes to the economy, social justice and sustainable development and can assist in attracting new households to areas suffering from population loss, thereby supporting the rejuvenation of communities. This Plan quantifies the amount and identifies the general location of new housing land. More detailed background information can be found in the Report of Survey, which explains how the housing land requirement has been calculated. One of the critical issues for the Plan to address is the need for affordable housing, which has become acute in recent years.

3.38 Fife is an important part of east central Scotland and the wider Edinburgh Housing Market Area (HMA) exerts a powerful influence on South Fife and significant parts of Mid Fife in terms of mobile demand for housing. The influence of the Dundee HMA is limited to the Tay Bridgehead area. In practice, HMAs do not necessarily follow local government boundaries, but operate at different levels; below this regional level, Fife has its own HMAs. On the basis of research, four HMAs have been identified: Dunfermline, Kirkcaldy, Cupar and St Andrews.

3.39 There is a continuing need for new housing arising from a long-term growth in the number of households. This is fuelled by economic growth and social change, such as the trend towards smaller average household sizes. Demographic change over the 20-Year Plan period indicates an ageing population with implications for the type of housing required. For example, more special needs, single storey and sheltered housing will be needed.

3.40 It is also evident that demand from Edinburgh and the Lothians is influencing housebuilding activity in South and Mid Fife. The Plan's strategy takes account of historical levels of this inward migration, and aims to divert a larger component of it to Mid Fife. This is reflected in the housing land requirement, which seeks to assist in growing Fife's economy.

Policy Objectives

- Identifying the broad amount and location of new housing land, including strategic land releases to support the growth in Fife's population to 375,000 in the period to 2026, thereby promoting economic growth and regeneration.
- Maximising the delivery of affordable and special needs housing through new development.
- Preventing over-development in rural East and West Fife, whilst taking account of local needs, and the need to foster vibrant and sustainable rural areas.
- Promoting the reuse of brownfield sites within settlements to assist in delivering community regeneration.
- Encouraging high quality mixed and diverse residential developments with a mix of tenure and type including affordable housing and the high end of the executive market.
- Ensuring a minimum 5-year effective supply of new housing land is available at all times in each of the Housing Market Areas to meet the Structure Plan requirement.

Housing Land Requirement

3.41 The allocation of new housing land to maintain a continuing 5-year effective supply within each Housing Market Area is required. Policy H1 sets out how and where the housing land requirement will be met. The housing land requirement for Fife between 2006 and 2026 is 35,200 units.

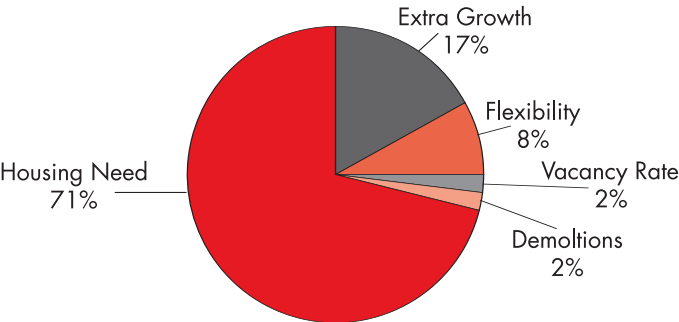
3.42 The Housing Land Requirement is initially derived from the 2002 Based Household Projections for Fife, which was produced by the Scottish Executive. Most housing need arises from the falling household size rather than population growth. This is projected to fall from 2.17 in 2006 to 2.02 by 2016. Figure 3.1 shows the percentage breakdown of various components of the Housing Land Requirement.

3.43 Housing need accounts for over 70% of the requirement. Extra growth beyond that projected by the GRO in their 2002 based projections adds a further 17% to the requirement. Recently published population projections (2004 base) support this extra allocation and show a projected growth for Fife of over 9% over the next twenty years.

3.44 An additional allocation of 8% is added to the overall requirement to allow for flexibility. This provides for delays in sites coming forward and to provide a variety and choice of sites aimed at different market sectors. The extra provision for vacancy rates and demolitions add 4% to the requirement. In setting the Housing Land Requirement, the Council has followed a common methodology.

Figure 3.1: Components of the Fife Housing Land Requirement

FIFE HOUSING REQUIREMENT

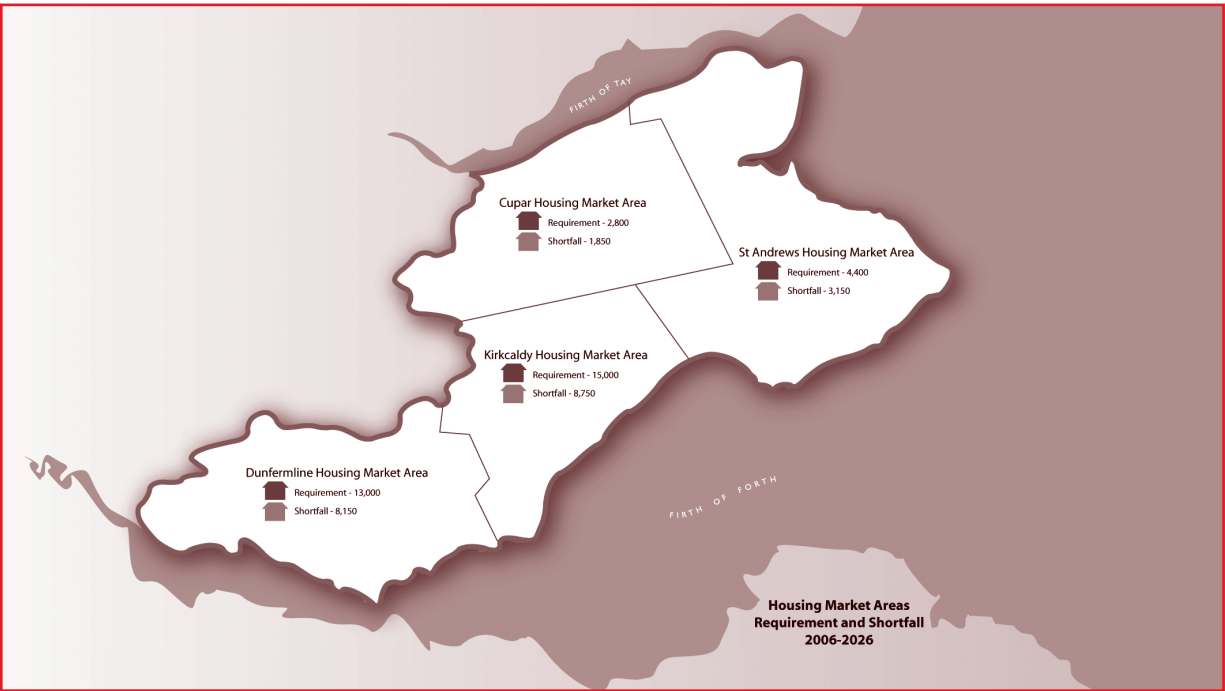


3.45 The existing land supply of 13,300 units is deducted from the total Housing Land Requirement in order to identify the net requirement or shortfall as set out in Proposal PH1. The existing land supply comprises sites identified in Local Plans, those with planning permission and an allowance for ‘urban capacity sites’. As new sites can often be unforeseen, i.e. the subject of unpredicted planning applications, an allowance is also included for windfall sites. Finally, as small sites (sites of under 5 units) traditionally make up a significant proportion of the housing land supply in East Fife, an allowance has also been made for them, but only in the Cupar and St Andrews HMAs.

3.46 The requirements for 2011-2016 will be subject to interim review by 2009, when revised targets will be set to ensure that at least a 5 year supply is maintained at all times up to 2026. The annual Fife Housing Review will inform this process.

POLICY H1: Housing Land Requirement

Land will be identified in Local Plans to meet the Housing Land Requirement for the period 2006-2011 and (subject to appropriate review), 2011-2026 as set out in Proposal PH1.



Proposal PH1 (2006-2026)

Housing Market Area	Requirement 2006-2026	Existing Land Supply	Shortfall	New Strategic Land Allocation	Future Local Plan Allocation
Dunfermline	13,000	4,850	8,150	7,950	200
Kirkcaldy	15,000	6,250	8,750	6,550	2,200
Cupar	2,800	950	1,850	1,450	400
St Andrews	4,400	1,250	3,150	2,600	550
Fife	35,200	13,300	21,900	18,550	3,350

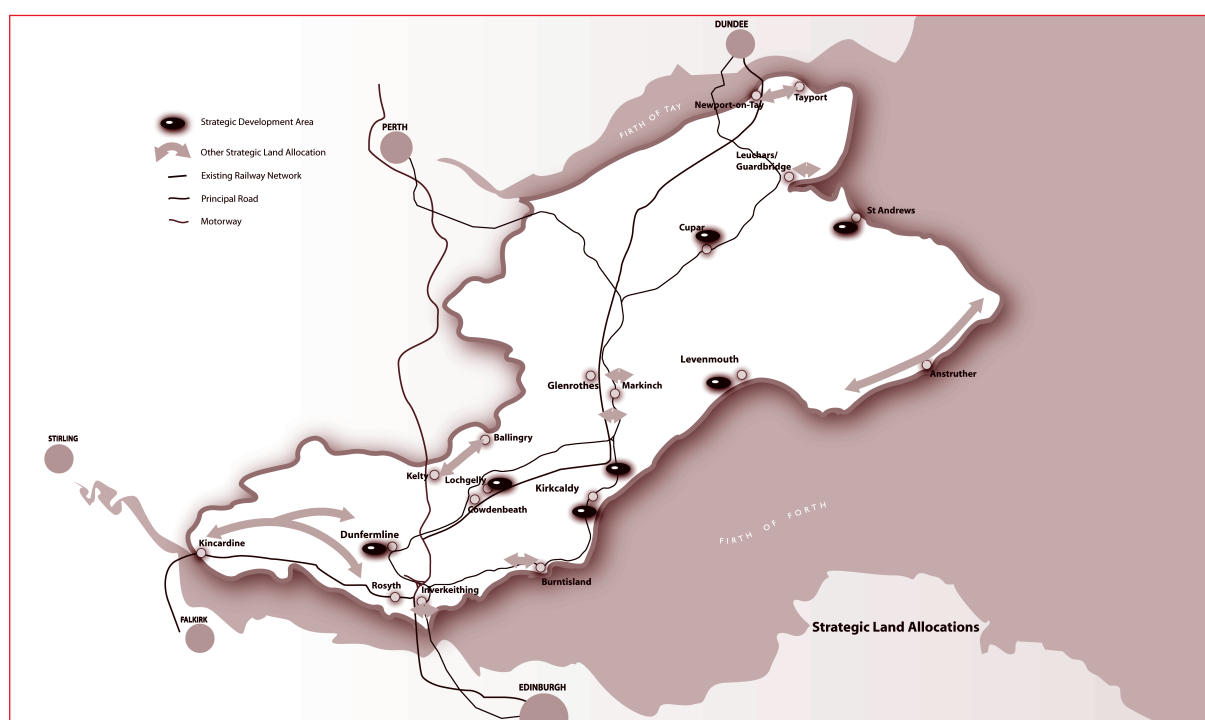
Source - Fife Council, Report of Survey (2006).

Note - figures are rounded to nearest 50.

3.47 In the interests of sustainability, new development will be focused primarily on existing urban areas where most homes, jobs and services are already located. Greenfield release is required in addition to developing brownfield sites, given the scale of development required. The Local Plans will identify the specific sites and identify re-development of brownfield land as a priority. This will be brought forward in a planned manner through the Strategic Development Areas and settlements identified for Strategic Land Allocations as set out in Proposal PH2.

3.48 The requirement for new houses will be met in the Strategic Development Areas (1,200 houses minimum), other Strategic Land Allocations (300 houses minimum) and further Local Plan allocations and windfalls. These Local Plan allocations will include other locations in which

land will need to be released for housing sites in order to deliver the Housing Land Requirement. Proposal PH2 sets out the phasing for the Strategic Development Areas over the Plan period, and identifies the total requirement in other Strategic Land Allocations. The Strategic Land Allocations in Levenmouth, Cupar and St Andrews are settlement-wide and include both strategic land releases and Local Plan allocations. In Levenmouth, the Strategic Development Area will seek to maximise the brownfield capacity in the area. The rest of the Strategic Development Areas are predominantly greenfield. Inverkeithing Bay is a substantial brownfield re-development proposal. Due to the nature of this land, the housing allocation may vary following technical studies. This will be reviewed through the Development Plan.



Proposal PH2: Strategic Land Allocations

Strategic Development Areas

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

Other Strategic Land Allocations*

Location	2006-2026
West Villages	500
Inverkeithing Bay	900
Kelty/Lochore/Ballingry	300
Burntisland	350
Glenrothes East	900
Markinch	400
Tay Bridgehead (Tayport, Newport and Wormit)**	500
Leuchars/Guardbridge**	400
East Neuk settlements (Crail, Cellardyke, Anstruther and Pittenweem)**	500

Note: this Plan gives an indication of the locations and approximate scale of other Strategic Land Allocations. Local Plans will give detailed consideration to the scale of such development.

The contribution of these locations will be monitored and reviewed as necessary.

* These allocations will maximise redevelopment of brownfield sites where possible and include strategic and Local Plan allocations.

** These figures include the sites to be identified through the appropriate Local Plan.

3.49 It is important that housing is delivered in a planned, sustainable way. Policy H2 aims to achieve this by emphasising the Council's commitment to the primacy of the Development Plan and by promoting more diverse and mixed residential communities. A range of housing types to provide for the needs of all the community and market segments will be required. The Policy promotes the allocation of brownfield sites and guides development to sustainable locations, whilst acknowledging the need to provide the necessary range and choice of sites. The Structure Plan, however, can only satisfy a limited element of overall housing demand, the vast majority being met by the re-sale of existing properties.

POLICY H2: Meeting the Housing Land Requirement

Local Plans will be the primary means of identifying sites for development. They will provide for a range of sites, tenures and house types in order to promote mixed and balanced communities. In doing so they will:

- allocate appropriate brownfield sites within settlement boundaries in preference to greenfield sites;
- allocate sites for affordable and special needs housing to meet identified local needs;
- in allocating sites, give preference to land close to jobs and services and well served by public transport;
- provide for a range of sites, tenures and house types in each Local Plan Area and Housing Market Area; and
- assess the extent to which non-effective sites within the most up-to-date Housing Review can make up any shortfall prior to the identification of new sites.

3.50 An essential part of the Plan's approach is ensuring a minimum 5-year supply of land for new housing at all times. Managing the release of sites will allow the Council to influence, not just the location of new development, but also the types of site released, the order in which they are released, and the timing of development. The Council wishes to ensure, in promoting sustainable development, that brownfield sites are favoured and that no settlement incurs a rate and scale of development that the local infrastructure cannot support. In some cases, a site may be suitable for housing but development may be phased to ensure that the appropriate infrastructure is available. The issues are addressed in Policy H3.

POLICY H3: Phasing of Residential Development

The release of sites for new housing will be managed in a planned way that:

- does not prejudice development of brownfield sites;
- supports infrastructure, including community facilities and transport improvements, and ensures that it is co-ordinated with new housing development; and
- is supportive of the Structure Plan strategy.

Where a significant shortfall or surplus is identified, phasing arrangements will be reviewed.

Affordable Housing

3.51 In the interests of social inclusion, Fife Council is fully committed to creating mixed and balanced communities and to meeting the needs of those who are unable to compete in the open housing market. Affordable housing, of mixed tenure and including special needs housing, will be sought in those areas where there is a demonstrated need, social rented housing will be the Council's preference. Given Fife's changing demographic profile, which projects an increase in the number of elderly persons, the provision of special needs housing will assume greater importance.

3.52 The Local Housing Strategy (LHS) has established a Fife-wide need for additional affordable housing especially in West and East Fife. The Fife Housing Needs and Affordability Study 2005 established a Fife-wide need for almost 5,000 new affordable homes. The problem is particularly acute in the St Andrews Housing Market Area. However, there is also need in Mid Fife where regeneration is a priority and there are shortages of special needs housing in some areas. Where these niche shortages exist they justify a 5% requirement of planned housing development. New affordable housing should be of high quality design and construction and should be indistinguishable from other forms of housing. Innovative designs and layouts will be encouraged.

3.53 Traditionally, affordable housing was provided, to a large extent, by local authorities, but Government policy has changed and the planning system is now expected to play a role. While the planning system can make a contribution to meeting the shortage of affordable housing, it cannot meet it in its entirety. In recognition of this, Fife Council and its partners are pursuing a range of additional initiatives including application for Assisted 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. Whilst this Plan sets out the broad land use mechanisms, Supplementary Guidance has already been issued to provide more detailed advice. A technical Implementation Guide defines affordability in terms of house prices. Should Government policy change during the Plan period, then the Council would consider resumption of an affordable housing construction programme.

3.54 It is important that affordable housing should remain available to meet the future needs of local people and the Council will influence the continued availability of such housing through the use of planning agreements, negotiations with owners/developers and other mechanisms.

3.55 The results of the Housing Needs Study have informed the percentage targets that are set by Policy H4 for Housing Market Areas. Below the Housing Market Area level, limited adjustments are necessary to reflect localised variations highlighted in the Housing Needs Study. It was felt that Fife Council Locality areas were the most appropriate geography to reflect this fine-tuning. The Council's clear preference is for on-site provision of affordable housing but, for smaller sites, off-site provision in the form of land will be sought. Commuted payments may also be acceptable, but only as a last resort. Single houses may often be self-build or for owner occupation. As such they may help to meet the need for affordable housing and so will be exempt from the policy requirement. Policy requirements will be reviewed through the Action Plan to ensure that they remain up-to-date. Planning agreements and other mechanisms will be used to ensure that obligations will be binding on successive proprietors.

3.56 In order to facilitate the provision of affordable homes, the Council will actively promote a partnership approach with developers and Registered Social Landlords (RSL). In the interests of equity, delivery of affordable housing will be sought on appropriate developments, commensurate with scale. This may also be applied to non-residential development. For larger sites the clear preference will be for delivery in full on-site, but it is accepted that this may not always be possible depending upon site characteristics and/or market conditions. However, this is only likely to be in exceptional circumstances. Where on-site delivery is demonstrated not to be possible, then off-site provision, as near as possible to the original site will be expected. Where transfer of land is involved this should be done at a value related to its end use for affordable housing or by agreement between the developer and the RSL, at a lower value.

POLICY H4: Provision of Affordable Housing

The Council will facilitate the provision of good quality affordable housing to meet identified needs. This should be fully integrated into new development and be indistinguishable from other forms of housing. In order to achieve mixed and balanced communities, mixed tenure developments will be promoted involving; for example, social rented housing, shared equity housing and low cost housing for sale.

At Housing Market Area level, the following overall requirements will apply:

HMA		Sub Area	
Dunfermline	25%	Kelty Benarty Lochgelly Cowdenbeath	5% 5% 5% 5%
Cupar	20%		
St Andrews	30%		
Kirkcaldy	10%	Methil Buckhaven Kirkcaldy	5% 5% 15%

These requirements will not be sought from sites solely for affordable or special needs housing. As the scale of affordable housing need in the St Andrews Housing Market Area has been demonstrated to be significantly higher than elsewhere in Fife, a requirement of 30% has been established for that area.

Site Thresholds

In urban areas, the contribution should be provided on-site for sites of 20 units and above and off-site for sites of between 2 and 19 units inclusive. In rural areas, the contribution should be provided on-site for sites of 10 units and above and off-site for sites of between 2 and 9 units inclusive. Exceptions will only apply where there are exceptional circumstances, which clearly demonstrate that this is not possible. Where on-site provision is not possible the contribution should normally be provided within the same locality area or, failing that, within the same Housing Market Area.

Contributions

The Council's clear preference will be for built units on site but the provision of serviced land will also be appropriate, depending on local circumstances. Off-site contributions should also take the form of fully serviced land. If this is not achievable, developers may, as a last resort, opt to make a financial contribution to the provision of affordable housing if this is mutually acceptable. The form of the contribution required will be assessed based on development costs and site and market conditions.

Retention

The Council will seek provision and retention of affordable housing for successive occupiers/owners through a range of appropriate mechanisms.

Specialised Housing

Housing to cater for persons with special needs, including sheltered or very sheltered housing will count towards the affordable housing requirement.

Notes: percentage targets will be reviewed biennially through updates to the Action Plan.
Special Needs housing provided through this Policy should also be affordable.

3.57 In certain situations, large non-residential developments, e.g. for retail, tourism or business use, can create or exacerbate a need for affordable housing. This may arise either through such developments taking place on land which would otherwise be available for affordable housing, or because the scale and/or nature of such a development creates a need for housing for low-paid workers to ensure that it conforms with the principles of sustainability. In such circumstances the Council may require the applicant to provide affordable housing or to contribute towards affordable housing provision. The precise level of provision sought will be commensurate with the additional need created or the amount of land take involved.

Exceeding the housing land requirement

3.58 Proposals which would result in the housing land requirement being exceeded, particularly where they would prejudice the Plan's Strategy, are not normally acceptable. However, there are circumstances that may justify over-allocation. Policy H5 sets out the circumstances in which such proposals may be justified.

POLICY H5: Exceeding the Housing Land Requirement

The Council will ensure that there is at least a 5-year effective housing land supply available in each Housing Market Area at all times to meet the Plan's requirements. Proposals which would result in the Housing Land Requirement being exceeded may be acceptable where they:

- will reuse vacant brownfield sites;
- will not remove effective employment land from the employment land supply; and
- are consistent with other relevant Structure and Local Plan policies and proposals.

Density

3.59 Good design can encourage higher densities whilst avoiding overcrowding or loss of amenity. Successful design is not just about achieving a predetermined quantity, but should be driven by the overall quality based on sound, innovative design principles. Local Plans will provide more detailed guidance on this issue. Residential development needs to provide a range of densities appropriate to the scale and location of

the site, particularly in relation to its proximity to key public transport nodes and interchanges. Policy H6 aims to aid the creation of quality, balanced, mixed communities, providing more scope for the provision and integration of affordable housing whilst establishing variety, the potential for a range of transportation modal choices and careful open space consideration.

POLICY H6: Density

Fife Council will support, in principle, new residential development that proposes the efficient and sustainable use of land. In pursuit of this, densities below 25 dwellings per hectare will be discouraged unless site or market circumstances determine otherwise or where the Council specifically is seeking development at the high end of the market in support of other policy objectives such as regeneration.

Higher densities are encouraged particularly within or in close vicinity to town centres and/or public transport interchanges /corridors.

Master plans and Development Briefs for development sites will:

- indicate an average density of 25 dwellings per hectare on sites of 5 units or more;
- avoid uniform density developments;
- provide for a range of house types and layouts that improve access to local facilities and to the public transport network; and,
- ensure that, where higher density housing is appropriate, this does not compromise quality or open space standards.

TRANSPORTATION

3.60 People need to travel between where they live, work, shop and use services. Goods and services also need to be transported and good transport links are essential to Fife's economy. For local trips or shorter journeys, walking and cycling need to be encouraged to reduce congestion and improve health. Integrating land use planning with transportation will reduce the need to travel and increase opportunities for travel other than by private car.

Policy Objectives

- Guiding new development, where possible, to locations that reduce the need to travel by private car.
- 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.
- Safeguarding land for potential improvements to the transport network.

Transport and Development

3.61 As well as encouraging development in locations that increase accessibility to homes, employment and services, it is also important to guide development away from locations where the traffic generated by the development may adversely impact on local communities.

POLICY T1: Transport and Development

Development proposals must:

- be accessible to, or able to be made accessible to, the existing or planned public transport network;
- provide or use walking and cycle routes which are, or can be, linked into established and planned networks; and,
- be located where road network capacity is or can be made available, but only after access by other, more sustainable, modes of transport has been maximised.

Strategic Transport Proposals

3.62 In establishing a 20 year land-use strategy for Fife, the Plan takes account of and supports the long-term aspirations for the development of the transportation network. Over the Plan period this will include a range of strategic improvements, including the potential requirement for a replacement or an additional multi-modal Forth crossing at Queensferry. The strategic development strategy will support the case for a crossing. The principle of a further multi-modal Forth crossing is considered vitally important in the context of growing the national economy and those of Edinburgh and Fife. It is important for Fife's economic and social inclusion agendas to achieve a further crossing. Segregated public transport corridors, a passenger ferry linking Kirkcaldy/Burntisland with Leith/Granton, and additional proposals identified in the revised Local Transport Strategy and through wider transport studies are all key strategic transport proposals. The Council will work in partnership with the Royal Air Force to review any opportunities to facilitate economic development at Leuchars. The National Planning Framework confirms the re-opening of the Dunfermline-Kincardine-Alloa-Stirling rail link by 2010.

3.63 Land will be protected through Local Plans to ensure that strategic transportation proposals are able to take place. The implementation of the Plan's framework for integrating land use with transport will be assisted by the requirement for a Transport Assessment and, where appropriate, a Travel Plan. Details of the circumstances that require production of Transport Assessments and Travel Plans are contained in the Council's Transportation Development Guidelines. Through an integrated approach, traffic can be more effectively managed and opportunities for public transport improvements created. The requirement for Transport Assessments and Travel Plans is addressed in Policy DC1.

POLICY T2: Safeguarding of Existing and Potential Transport Routes

The following routes and land will be safeguarded from development that may prejudice their existing or future transportation use:

- the disused railway network including land previously used for stations and sidings;
- the Kingdom of Fife Cycle Route network;
- the Fife Coastal Path;
- landfall for approach infrastructure for a potential new multi-modal crossing of the Forth;
- landfall for the new Kincardine Bridge;
- St Andrews public transport route; and,
- land for the implementation of Proposal PT1.

Proposal PT1: Transport Proposals

Transport Proposals are listed below according to whether they improve Fife's accessibility within the National/International Network or whether they relate to primarily regional or internal Fife movements. However, because transport operates at a network level, local proposals enhance access to the national network where effective integration is achieved.

National/International

- new multi-modal cross-Forth bridge and associated approach networks at Queensferry - initial feasibility study with potential for a new bridge within the Plan period
- segregated public transport corridor through the Forth Bridgehead Area, including the existing Dunfermline Eastern Expansion area, with potential to link to a further Forth crossing
- passenger rail on Dunfermline-Kincardine-Alloa-Stirling line

City Region

- port and other related infrastructure for a cross-Forth ferry at Kirkcaldy or Burntisland

- southbound High Occupancy Vehicle (HOV) lane, M90/A90, Halbeath to Forth Road Bridge
- proposals which enhance accessibility along key corridors will be further considered including to the West and from rural East Fife through to Perth, and from Mid Fife to Dundee, including improvements to the A92(T)
- park and ride and/or choose facilities/interchange at St Andrews, Tay Bridgehead, Rosyth, Halbeath, Markinch, Ferrytoll extension, Dalgety Bay extension and Inverkeithing

Fife Regional

- improvements to Redhouse A92(T) to Gallatown corridor including Standing Stane Road link to Redhouse
- improvements to Bankhead Roundabout
- new rail stations at Newburgh, Kirkcaldy East, Dunfermline South, Burntisland (or refurbished), and Wormit
- Rosyth Bypass
- Chapel Junction upgrade A92(T)
- Levenmouth passenger rail line reopening and land for new stations
- transport improvements identified in relation to the development of the Strategic Development Areas
- Dunfermline Rail Chord (all ways junction)
- further consideration of transport link options for St Andrews to the rail network will be addressed through the review of the Local Transport Strategy
- Cupar relief road

Port of Rosyth

3.64 Rosyth is now the European ferry gateway to Scotland. It provides a direct link to Zeebrugge for both freight and passengers. The development of Rosyth as an international multi-modal transport hub will have important benefits for the Scottish economy at a regional and national scale as well as a strategic role in the continued success of the Fife economy. This role can be maintained and enhanced through improved road access from the A90 and a future rail link into the port, which would support the growth of Rosyth as a strategic inter-modal freight terminal. The Plan supports the safeguarding of existing and potential transport routes to ensure that development of Fife's transport network is not hindered by prejudicial development of key routes. A master plan is being prepared for the Port of Rosyth and the waterfront.

Proposal PT2: Port of Rosyth

The Port of Rosyth will be developed as a multi-modal international freight distribution facility. Proposals likely to prejudice the development of an integrated road, rail and port freight transport hub will not be supported.

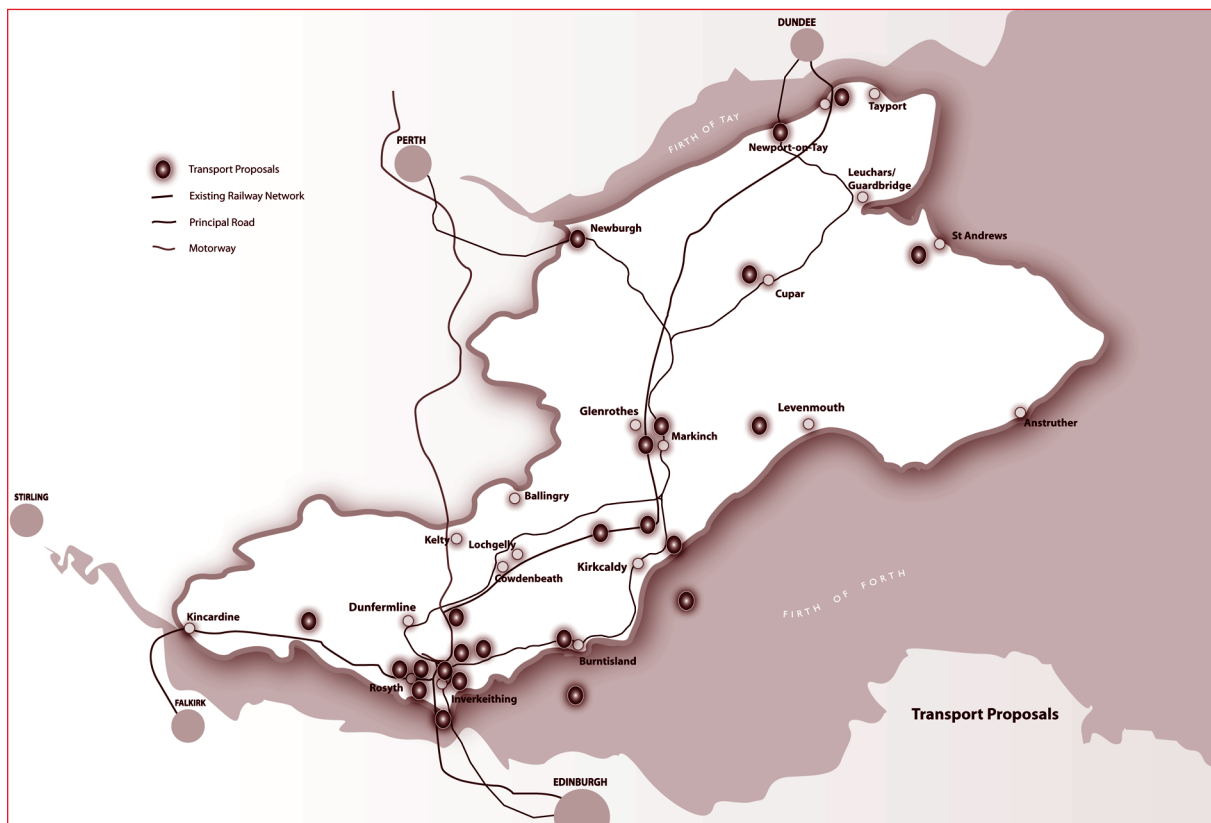
Freight

3.65 The Plan aims to encourage the movement of freight by rail and water to minimise the impact on the environment and Fife's communities. To encourage this shift from road to rail and water requires the improvement of facilities and the siting of new industrial and commercial development in the most sustainable locations to take advantage of rail and water transport infrastructure.

POLICY T3: Transport of Freight

Freight-generating development proposals will be located either in:

- locations accessible to rail, and/or water; or
- locations with good access to the primary road network (motorways and principal roads).



ENERGY

3.66 The National Planning Framework promotes electricity generation from renewable sources, including wind power. Most of the energy for domestic, employment and transportation purposes is derived by burning fossil fuels which causes greenhouse gases and has knock-on effects for the climate and air quality.

3.67 Fife Council is seeking to reduce the impact of fossil fuels through a range of actions including encouraging the use of a range of renewable energy technologies and the development of other low carbon clean coal technologies, including gasification. These technologies can be utilised on commercial, community and domestic scales and there is scope for Fife to capitalise on them. However, it is anticipated that the main contributions are likely to come, in the immediate future, from wind, biomass and landfill gas. The main impact on Fife's environment is likely to be from the commercial exploitation of wind energy and positive planning guidance is required to both encourage investment and address public concerns. The Area of Search for Wind Turbine Development is indicated on the Key Diagram and will be delineated in more detail in Local Plans.

Policy Objective

- Encouraging the use of renewable energy technologies, including wind power, as an alternative to fossil fuels.

Renewable Energy Technologies

3.68 There is a range of renewable technologies that can be developed in Fife at different scales, commercial, community and domestic. Supplementary Planning Guidance will be published to provide detailed guidance for potential developers, including those seeking to establish commercial wind farm developments. This will address the factors and issues to be considered, including the proximity to and the impact upon nearby residents. Policy guidance will be incorporated into the Area Local Plans as they come forward. Further supplementary guidance will be produced on how developments will be required to deliver targets on renewable energy, for example by making use of microgeneration, solar energy, geothermal and domestic turbines. This will be incorporated into the Local Plans and the development of emerging technologies monitored.

Wind Energy

3.69 Fife Council has commissioned a study of the capacity of the Fife landscape to accommodate wind turbines and this indicates the scale of turbines acceptable within the identified Area of Search. The study was based on the Fife Landscape Character Assessment, produced by Scottish National Heritage (1996). This has assisted in the delineation of the Area of Search for Wind Turbine Development indicated on the Key Diagram. It will also assist in the delineation, in greater detail, of areas of search in Local Plans together with additional guidance on the acceptable scale of wind turbines within these areas.

3.70 Proposals for wind turbines and wind farms will be required to include a landscape capacity assessment, a zone of visual impact map, viewpoint analysis from key locations, computer-generated wireline diagrams and photomontages, and an assessment of the visual impact of the development from key locations and nearby settlements and dwellings. The visual impact and the effects of noise and construction activities will be included in the appraisal of the effect on the amenity of nearby residents.

POLICY R1: Wind Turbines

Preference will be given to commercial wind farms within the identified broad area of search. Within such areas, proposals are most likely to be supported where:

- the landscape is capable of accommodating them;
- through careful siting within the landform and high quality of design and materials, they respect the key features and character of the landscape and minimise their impact on the landscape and wider environment;
- they do not have a significant detrimental effect on the amenity of nearby residents;
- they do not have a detrimental impact on groundwater resources or private water supplies; and,
- they are not located on migratory flight paths of birds nor located on flight paths between breeding and feeding areas or on the breeding areas themselves.

Wind farm and individual turbine proposals will be considered in relation to the criteria above and the Fife Landscape Character Assessment.

MINERALS

- 3.71** Fife has deposits of a range of minerals including coal, igneous rock, sand and gravel, silica sandstone, fireclay, brick clay, building sandstone and limestone. These are sufficient to meet both Fife's own needs and to supply other areas.
- 3.72** Mineral working is an important economic activity but it consumes finite resources and can also result in significant impacts on the environment and communities. Restoration, aftercare and afteruse of sites are therefore important planning considerations. The Structure Plan seeks to balance the need for minerals against the importance of safeguarding local communities from the significant adverse effects of extraction and against protection of the environment.
- 3.73** The Structure Plan safeguards deposits mineral resources from sterilisation. The Fife Minerals Subject Local Plan sets out a detailed strategy; contains a range of policies for the sustainable working of minerals; and defines general areas of search for opencast coal operations where extraction would not conflict with other policies.

Policy Objectives

- Ensuring that the exploitation of Fife's mineral resources is as sustainable as possible.
- Safeguarding mineral deposits from sterilisation.
- Ensuring that the scale and location of minerals extraction is sufficient to meet the needs of Fife's economy and can, where necessary, contribute to wider market area needs.

Mineral Extraction

POLICY M1: More Sustainable Mineral Extraction

Mineral extraction proposals will be supported where:

- the resource is required to meet a Fife market need; or,
- the resource is required to meet the needs of overlapping or other market areas which cannot reasonably be met more locally; and,
- the need cannot be met from recycling or secondary sources, or by use of more sustainably sourced alternative materials.

- 3.74** In view of the temporary disruptive nature of mineral extraction operations, many mineral operators are prepared to provide, on a voluntary basis, funding for compensatory works through the payment of a royalty based on the tonnage of material won from their operation. There are a number of established royalty schemes operating in Fife, most of which are funded by opencast coal operations, which benefit affected communities. It is considered that royalty schemes should be extended to all mineral operations in Fife and all operators will be encouraged to participate. The royalty, which would be negotiated for each site taking account of its particular circumstances, would be paid into a Fife minerals trust fund. Whilst focussing mainly on affected communities to support appropriate projects, such as providing and sustaining community facilities, the fund could also assist projects throughout Fife.

POLICY M2: Minerals Trust Fund

In order to fund local community projects that compensate for the disruptive nature of mineral operations, mineral operators will be encouraged to contribute to a Fife minerals trust fund.

- 3.75** All planning authorities require to have an adequate landbank for crushed rock aggregate equivalent to at least a 10-year supply. The Minerals Subject Local Plan identifies a shortfall of 24 million tonnes for the period 2001-2011 (as at the start of 2001). The identification of this shortfall will inform the minerals industry and enable it to respond accordingly.

POLICY M3: Construction Aggregates

Proposals for new or extended crushed rock aggregate quarries and sand and gravel pits will be supported only where their production does not exceed the assessed landbank requirement to meet Fife's market areas' needs. A ten-year landbank will be maintained at all times.

Opencast Coal Operations

3.76 A detailed description of the Areas of Search for opencast coal and their identification process is contained in the Minerals Subject Local Plan. The areas indicated do not imply automatic approval of proposals located within them and all proposals will be subject to rigorous environmental and transportation appraisals. Full account will be taken of the Environmental Duty imposed on the industry and local authorities by the Coal Industry Act 1994. The Minerals Subject Local Plan will be reviewed by the end of 2007 in order to reflect changing circumstances and roll forward the 10-year land bank requirements for construction aggregates.

POLICY M4: Opencast Coal Operations

Proposals for opencast coal operations will be supported provided they are located within Areas of Search or involve previously unknown shallow coal deposits where extraction would not prejudice the Development Plan strategy.

Outwith Areas of Search, there will be a presumption against proposals for opencast coal operations except where they implement the Structure Plan strategy by:

- stabilising land prior to development; or,
- assisting in delivering regeneration; or,
- securing the restoration of derelict and/or degraded land.

In all instances operations must not cause unacceptable levels of damage to communities and settlements or must secure clear benefits for local communities, where practicable, by increasing biodiversity and improving the landscape and recreational provision on and/or off site.

WASTE MANAGEMENT

3.77 Waste is the unwanted by-product of industrial, commercial and domestic activities and a potential source of air, land and water pollution. Proper management and disposal of waste arisings is therefore important and offers the creation of new employment opportunities in recycling and other sectors utilising waste as a resource whilst reducing reliance on landfilling. There is significant opportunity in Fife to substantially increase the number of jobs in this sector. The two main waste streams are municipal and non-municipal. The former, collected by local authorities, is domestic and commercial with some industrial and civic amenity arisings. The latter, referred to as commercial and industrial waste, comprises 75% of Scotland's waste arisings.

3.78 Planning authorities must take a strategic view of waste management and implement the key principles of the National Waste Strategy for Scotland in establishing a sustainable framework for waste management. These key principles are:

- the waste hierarchy;
- proximity and self-sufficiency;
- the "polluter pays" principle; and,
- Best Practicable Environmental Option.

3.79 The National Waste Plan (2003) sets the direction for sustainable waste management to 2020. This is implemented locally through the annually reviewed Fife Area Waste Plan (2003), which will be updated to address all waste streams by 2007. The Area Waste Plan details the Best Practicable Environmental Option for the management of municipal solid waste collected by the Local Authority, including building on the existing range of facilities and kerbside collection services to increase the proportion of waste that can be composted, recycled or reused. Targets for the UK emerging from European Union Directives mean, amongst other things, that by 2020 the quantity of biodegradable municipal waste that is sent to landfill must be reduced to 35% of that produced in 1995.

Policy Objectives

- Implementing the Best Practicable Environmental Option as set out in the Fife Area Waste Plan and to facilitate a 10 year forward supply of capacity in a network of waste management facilities.

- Reducing the environmental impacts of waste production and waste management by encouraging waste minimisation, reduction, reuse, recycling and more sustainable waste management activities that reduce the reliance on landfill.

3.80 The Best Practicable Environmental Option (BPEO) for the management of Fife's municipal wastes, as identified in the Fife Area Waste Plan, will require the provision of the following infrastructure:

- A Materials Recycling Facility or baling and transfer station;
- Composting;
- Energy recovery or other treatment (by 2013 or earlier);
- Organic waste treatment facilities; and
- Engineered landfill for residual waste.

3.81 To implement the BPEO, provision will be made for a strategic integrated framework of waste management facilities so that waste can be dealt with at the closest, most appropriate, facility. Provision for some of these facilities has begun to be made at the Council's landfill site at Lochhead, Dunfermline. Further strategic waste management provision will need to be identified, through the Local Plans, to meet the policy objectives and requirements of the Fife Area Waste Plan.

3.82 Potential for further waste management provision exists at the Council's landfill site at Melville Wood, Ladybank and at the former opencast coal site at Westfield, Kinglassie, which benefits from a planning consent for an integrated waste management facility, utilising the rail link to the site. These are the preferred sites for the creation of a strategic network.

3.83 There is sufficient licensed landfill capacity for biodegradable municipal waste to the end of the Structure Plan period at Lochhead, depending on recycling rates. At Melville Wood there is a more limited available capacity of 10 years landfill. Any additional landfill capacity would only be for the disposal of residual wastes at a multifunction site.

POLICY W1: Strategic Waste Management

To meet the requirements of the National Waste Strategy and the Best Practicable Environmental Option set out in the Fife Area Waste Plan, a strategic network of sites for waste management will be developed. These will be identified through the Local Plans. In providing the network, preference will be given to the development of proposals at Lochhead, Melville Wood and Westfield.

Provision will allow for a Materials Recycling Facility, composting, and development of other emerging recycling and waste treatment technologies. The provision of any ancillary landfill will only accommodate residual wastes.

SAFEGUARDING & IMPROVING FIFE'S ENVIRONMENT

INTRODUCTION

- 4.1** Fife has a varied and distinctive natural and built heritage. The landscape provides the setting for its towns and villages, contributes to the quality of life for both residents and visitors and supports a diverse rural economy. Fife contains many historical assets of national and international importance. This heritage adds to the visual interest of towns, villages and landscapes, provides a sense of place and a link with past generations, and has economic benefits in terms of tourism.

Policy Objectives

- Safeguarding and improving the character and distinctiveness of Fife's landscapes and coastline, including the landscape setting of towns and villages.
- Improving and restoring degraded landscapes.
- Protecting and enhancing the natural environment including Fife's biodiversity and geological heritage.
- Encouraging woodland planting in appropriate locations.
- Protecting and enhancing the historic and built environments which give Fife its sense of place.
- Ensuring development positively contributes to Fife's sense of place.

LANDSCAPE SETTING

- 4.2** It is important to retain and enhance the landscape setting and character of our towns and villages. Areas of Great Landscape Value are designated through the Local Plans for their landscape character. These are currently being reviewed nationally, and will be further considered in the Local Plans.

St Andrews and Dunfermline

- 4.3** Fife has a rich historic built environment. The historic cores of St Andrews and Dunfermline are internationally important and also have a special relationship with their landscape settings. To ensure that critical views to and from these

historic cores are protected, the existing approved Structure Plan identifies the need to define Green Belt at St Andrews and Dunfermline.

- 4.4** Having regard to the advice in SDD Circular 24/1985 and the emerging advice in SPP 21 Green Belts: Consultation Draft, Green Belt will be identified and objectives secured for both Dunfermline and St Andrews. This will have regard to the need to direct planned growth to locations not in the Green Belt, and to ensure stable Green Belt boundaries for the next 20-40 years in both settlements. The Local Plans will define the boundaries to accommodate growth of the towns and allow for suitable and appropriate development, including golf courses, within the Green Belt. These identified areas will have a positive role to play in providing opportunities for access to the countryside for informal recreation and for landscape and ecological enhancement and linking open spaces within towns to the countryside.

- 4.5** The key issue for St Andrews is the extent to which the town should grow over a long timescale. The town needs to accommodate further employment land to grow the economy, deliver affordable housing as part of the settlement, while the landscape setting of the town needs to be protected and enhanced by the identification of robust Green Belt boundaries. The Local Plan will set out how, where and the extent to which St Andrews should grow over the next 20 years. Over and beyond that period, development pressures will be shifted to other settlements.

POLICY ENV1: Landscape Setting of St Andrews and Dunfermline

Green Belt will be identified at St Andrews and Dunfermline through the Local Plans, to preserve the character of the towns, setting and critical views to and from their historic cores, to prevent urban coalescence and to control long term growth.

Within the Green Belts, there will be a presumption against new development unless it is for:

- agriculture, including the reuse of historic agricultural buildings;
 - woodland and forestry;
 - horticulture and market gardening, but excluding retail unconnected with, or out of scale with the purpose; and,
 - tourism and outdoor recreation uses.
- New development must be of a suitable scale and form for its location.

4.6 Dunfermline will be expanded over the next 30-40 years centred on its historic core. The Local Plan will set out how and where Dunfermline will be expanded. Green Belt will be identified to the West and South West with the aim of protecting the landscape setting of the city's historic core, balanced with the need for that area to accommodate new development.

4.7 Green Belt will be defined through Local Plans determining the appropriate extent and shape taking account of the following objectives:

- Preserve the setting and special character of the towns and their historic cores;
- Accommodate further development as required to meet the Plan's strategy;
- Define appropriate forms of development within the Green Belt;
- Link key open spaces within the towns and provide an uninterrupted link to the countryside;
- Provide a landscape structure for areas where development is appropriate; and,
- Provide important wildlife and recreation corridors.

NATURE CONSERVATION

4.8 A hierarchical approach is adopted to nature conservation with sites of international importance, Natura 2000 (SAC and SPA) and Ramsar sites, being afforded the highest level of protection. Fife currently has 6 such sites at Cameron Reservoir (SPA and Ramsar), the Isle of May (SAC), the Firth of Tay and Eden Estuaries (SPA, Ramsar and SAC), the Forth Islands (SPA, includes Isle of May), Turflundie Wood (SAC, partly within Fife), and the Firth of Forth (SPA and Ramsar). The Nature Conservation (Scotland) Act 2004 places a requirement on local authorities to ensure the conservation of biodiversity.



POLICY ENV2: Nature Conservation - International Sites

Development, either individually or in combination with other proposals, likely to have a significant effect on a designated or proposed Natura 2000 (SPA, SAC) and/or Ramsar sites will be subject to an appropriate assessment of the implications for the site's conservation objectives. The development will only be permitted where the assessment indicates that:

- it will not adversely affect the integrity of the site; or,
- there are imperative reasons of overriding public interest, including those of a social or economic nature and there are not alternative locations.

Where such a site hosts a priority habitat and/or priority species as defined by the Habitats Directive (92/43/EC), the only overriding public interest must relate to human health, public safety or beneficial consequences of primary importance to the environment. Other allowable exceptions are subject to the views of the European Commission. Full account will be taken of the Nature Conservation (Scotland) Act 2004.

- 4.9** Sites of national importance to nature conservation are protected by their designation as National Nature Reserves or Sites of Special Scientific Interest (SSSIs). SSSIs, in turn, form the foundation for a range of additional designations. Fife contains, either wholly or partly, over 50 SSSIs. It is therefore important to afford such sites an appropriate level of protection. Regional and local sites are addressed in Local Plans.

POLICY ENV3: Nature Conservation - National Sites

Development, either individually or in conjunction with other proposals, which would affect a designated or proposed National Nature Reserve or a Site of Special Scientific Interest will only be permitted where ecological appraisals, which will be the subject of the Nature Conservation (Scotland) Act 2004 and have demonstrated to the satisfaction of the Council as planning authority that:

- the overall objectives of designation and the overall integrity of the designated area would not be compromised; or,
- any adverse effects on the qualities for which the area has been designated are clearly outweighed by social or economic benefits of national importance.

- 4.10** Whilst designated sites may contain the most important examples of flora, fauna and geology, it should be recognised that the majority of such resources occur outside these sites. Developers are required to consider the impact of their proposals on nature conservation interests and to take appropriate measures to maintain and, where possible, enhance this interest. The Council encourages pre-application discussion on the scoping of ecological appraisals. The Nature Conservation (Scotland) Act 2004 proposes the further conservation of biodiversity.

POLICY ENV4: Nature Conservation Enhancement

Where development has the potential to impact on international, national, regional or locally important sites and species, applicants will be required to submit an ecological appraisal of the proposal detailing how any impact will be minimised or mitigated. The Council will require, as part of development proposals, a net benefit to the conservation of the natural heritage through habitat creation and/or enhancement.

BUILT ENVIRONMENT

4.11 Fife has some of the most important historic environments in the country, some of which are of international significance. The preservation and enhancement of these historic assets is important in achieving the overall strategy. The most important historic environments, including Falkland and Culross, will be identified in the Local Plans. The archaeological heritage is a very fragile resource which, once lost, cannot be replaced. It is important therefore to protect this heritage, particularly where it is of national and regional importance, from the adverse effects of development. Local Plan policies provide protection for the built and historic environments and for archaeology.

FORESTRY AND WOODLAND

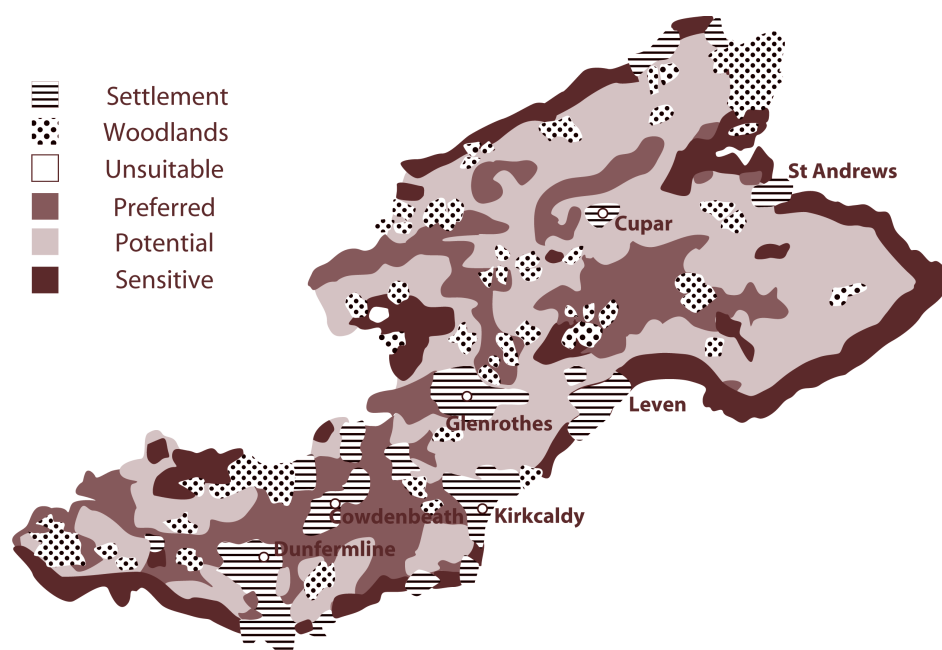
4.12 The Indicative Forestry Strategy (IFS) is contained in the Report of Survey. The IFS seeks to direct new woodland to locations that do not have an adverse impact on the natural or built environment and where economic, social and environmental benefits can be obtained. Economic benefits derive from timber production and tourism while social and environmental benefits include improved public access, improved recreational opportunities and landscape and biodiversity enhancements. Community involvement in the planting and

management of woodland through partnership and other arrangements will be encouraged to ensure maximum local benefits are secured. New woodland can enhance the landscape setting of existing settlements and help integrate new development into the landscape. Urban forestry will be an integral part of the development of the Strategic Development Areas. The IFS and the Fife Landscape Character Assessment will be taken into account when commenting on woodland planting proposals.

POLICY ENV5: Forestry

Proposals for forestry and community woodland will be supported where they:

- are consistent with the Indicative Forestry Strategy and Fife Landscape Character Assessment;
- secure economic, social and environmental benefits;
- contribute to enhancing Fife's biodiversity including nature corridors;
- enhance the landscape setting of settlements;
- assist in integrating new development into the landscape; and,
- provide linkages to other woodland areas, which in turn will enhance their benefits to biodiversity.



INDICATIVE FORESTRY STRATEGY DIAGRAM

THE COAST

4.13 Fife has a varied and distinctive coastline, which has an important role to play in Fife's economy. The coast will be protected from unnecessary and unsympathetic developments. The criteria for defining the developed and undeveloped coast and assessing development proposals will be set out in Local Plans. Provision will be made for development that requires a coastal location and contributes to the local economy. The Council will develop a Coastal Development Zone Strategy for the North Forth Shore, detailed in Chapter 2.

COUNTRYSIDE

4.14 An aim of the Plan is to safeguard and improve Fife's environment. In the countryside, developments that are considered appropriate will be expected to be of a high quality in terms of siting, design and use of materials, taking account of the character of the landscape and retaining habitats and features of ecological interest. The Fife Landscape Character Assessment will also be a material consideration in assessing development proposals. Proposals will be expected to include an integral landscaping plan and measures for habitat enhancement where appropriate.

4.15 The Fife Landscape Character Assessment classifies landscape types and provides a context for development, land use change and conservation. The landscape character approach recognises that all landscapes are important and development should make a positive contribution to the overall landscape quality. The Fife Local Biodiversity Action Plan establishes a framework for the protection and enhancement of the natural heritage. A review of local landscape designations is ongoing. The outcome of this will be addressed through Local Plans.

4.16 Fife Council and its partners will work to implement the access provisions of the Land Reform (Scotland) Act 2003, including the preparation of a Core Paths Plan. This will provide a clearly defined network of paths and assist in managing access over agricultural land. Fife's Countryside Access Strategy seeks to increase opportunities for countryside access and recreation for local communities by maintaining and extending both the strategic and local footpath networks.

POLICY ENV6: Countryside Recreation and Access

New development that maintains and extends strategic long distance (including the Fife Coastal Path) and/or local path networks providing for walkers, cyclists, horse riders and those with special needs will be supported. Opportunities to link networks to other tourist attractions will be encouraged.

Introduction

- 5.1** Monitoring the implementation of the policies and proposals of the Structure Plan is important to ensure that the strategy and policies remain relevant in relation to both local circumstances and to national requirements. The provisions of the Structure Plan will be taken forward through a variety of means, including:
- through a framework outlined within the Structure Plan Action Plan;
 - through policies and proposals within Local Plans;
 - by direct investment by the Council and its partners;
 - through grant of planning permission;
 - by influencing the content of other plans and strategies; and,
 - by direct investment by the public and private sectors.

Action Plan

- 5.2** The Action Plan that accompanies the Structure Plan outlines the range of actions and commitments required to implement the Structure Plan strategy. These actions and commitments may be required from the public and private sectors. It is hoped that the Development Plan commitment can provide the framework and confidence for investment. The Action Plan will be kept under continuous review and formally updated every two years. Given the role of the action planning activity it will also contribute to the monitoring of the Plan and future review.

Monitoring

- 5.3** Monitoring on the policies of the Plan is also critical to assess the fitness for purpose of the Plan in achieving the balance between development and conservation of the built and natural environment. The contribution to the achievement of the Community Plan key milestones will also be regularly assessed.

POLICY MO1: Structure Plan Monitoring

The Action Plan will be reviewed biennially. A monitoring statement will be prepared which will indicate the progress made with the Plan and its relevance. The Plan will be reviewed through the emerging Edinburgh and Dundee City Region Strategic Development Plans which are proposed to replace existing Structure Plans when they are approved.

- 5.4** Other plans and strategies that will influence the implementation of the Structure Plan and in turn through review (where necessary) may be influenced by the Structure Plan are:
- National Planning Framework (2004)
 - A Stronger Future for Fife; Fife's Community Plan (2004)
 - Take a Pride in Fife - Environmental Strategy for Fife 2003-2006
 - The Fife Economic Development Strategy - Growing Fife's Future (2005)
 - The Fife Local Housing Strategy 2003-2008
 - The Local Transport Strategy
 - National Waste Plan and Fife Area Waste Plan
 - Fife Council Corporate Improvement Plan
 - Regional Transport Strategy
 - National Transport Strategy
 - Smart Successful Scotland

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.

Area Transport Plan (ATP): plan prepared by Fife Council to deliver the objectives and issues identified within the Local Transport Strategy and by local consultations. The time-scale for these plans is 2005-2015.

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 that 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.

Community planning: the process by which organisations come together to set a joint agenda in the Community Plan for improving the wellbeing of Fife. The Community Plan can be

accessed at and downloaded from www.fifedirect.org.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.

Countryside Access Strategy: a strategic policy framework for the detailed planning and management of outdoor access, being all non-motorised outdoor travel by people of all ages and abilities, using networks of path, open spaces and linkages in and around towns, villages and rural areas.

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: 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.

European Spatial Development

Perspective: a common frame of reference for the totality of the institutions that are involved in spatial planning and the development of space.

Fife Community Plan: a statement of commitment by the key agencies in Fife of how they will support and work together with the people of Fife to improve the quality of life for everyone over the next 10 years.

Fife Development Plan: Structure Plan and Local Plan(s) that together provide the statutory planning framework for Fife.

Fife Landscape Capacity Study: a study undertaken to assess the capacity of the landscape to accommodate new development adjacent to settlements in 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.

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 site for a cluster of businesses working in 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 Audit: an annual survey of all housing sites in Fife for the purposes of monitoring the housing land supply and identifying those sites within the established land supply which are expected to be effective within the period under consideration.

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,

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.

Key Diagram: a diagram indicating the spatial implications of the Structure Plan strategy. It shows the general location of key policies and proposals, the scale of new development, priority locations for regeneration and where restraint is required.

Knowledge Economy: an economy in which the production factors labour and capital are aimed on the development and application of new technologies.

Knowledge-based Industry: an industry that is recognised as being highly innovative as a result of knowledge and intellectual creativity.

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.

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.

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.

Multi-modal Transport Hub: a location/facility where a range of transport networks meet to allow people a range of forms of transport to complete a journey.

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 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.

National Transport Strategy: a national framework for transport to be produced by the Scottish Executive in 2006.

Natura 2000 site: part of a European network of Special Protection Areas (SPAs) and Special Areas of Conservation (SACs).

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.

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 & 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.

Quality and Standards III (Q&S III): Scottish Water's investment programme 2006-2014.

Rail Chord: a curved rail link to upgrade a 2-way rail junction to an 'all ways' rail junction.

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 worldwide 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: 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 that 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.

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.

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.

Tay Bridgehead: area in close proximity to the southern landfall of the Tay Bridges. Includes Wormit, Newport-on-Tay and Tayport.

Transport Assessment: an assessment of the full transport impact of a development proposal.

Travel Plan: a plan or strategy that 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.

Waste arisings: all waste materials to be disposed of.

