

## AGENDA

### Page Nos.

1. **APOLOGIES FOR ABSENCE**
2. **DECLARATIONS OF INTEREST** – In terms of Section 5 of the Code of Conduct, members of the Committee are asked to declare any interest in particular items on the agenda and the nature of the interest(s) at this stage.
3. **MINUTE** – Minute of Meeting of North East Planning Committee of 15 January 2025. 4 – 5
4. **24/01670/FULL - CUPAR MUIR SAWMILL, QUARRY ROAD, CUPAR MUIR** 6 – 22  

Change of use of vacant/derelict land (nil use) to allow for the siting of 37 caravans to provide permanent (retirement) living accommodation (over 55 years old) (Sui Generis) and associated infrastructure including access, roads, drainage and landscaping.
5. **24/02610/FULL - 22 JAMES INGLIS CRESCENT, CUPAR, FIFE** 23 – 28  

Single storey extension to rear of dwellinghouse.
6. **24/01711/FULL - FEDDINCH MAINS, FEDDINCH, ST ANDREWS** 29 – 89  

Formation of golf course with driving range, erection of clubhouse, spa and holiday accommodation, gatehouse and agronomy and maintenance buildings (sui generis) including conversion of farmhouse/steading (Class 9) to mixed use events space (Class 11) with access, car parking and ancillary support buildings and associated landscaping, drainage and renewable technology infrastructure.
7. **24/01716/FULL - FEDDINCH MAINS, FEDDINCH, ST ANDREWS** 90 – 126  

Erection of agronomy building (sui generis) including formation of access, car parking and ancillary support buildings with associated landscaping, drainage and renewable technology infrastructure.
8. **24/01717/FULL - FEDDINCH MAINS, FEDDINCH, ST ANDREWS** 127 – 162  

Change of use of farmhouse and steading to mixed use events space (Class 11) including replacement roofing and windows, installation of roof lights, chimney and wall cladding, formation of new windows and doors, erection of extension and canopy features (part demolition).

9. **24/01719/LBC - FEDDINCH MAINS, FEDDINCH, ST ANDREWS** 163 – 175
- Listed building consent for internal and external works to reconfigure layout including replacement roofing and windows, installation of roof lights and chimney and wall cladding, formation of new windows and doors, erection of extensions and canopy features and associated down takings and part demolition.
10. **24/01948/FULL - 201 SOUTH STREET, ST ANDREWS, FIFE** 176 – 189
- Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks.
11. **24/01950/FULL - 183 SOUTH STREET, ST ANDREWS, FIFE** 190 – 204
- Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks.
12. **24/02026/FULL - 29 – 43 AND 34 – 40 SOUTH STREET, ST ANDREWS** 205 – 219
- Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks.
13. **24/02027/FULL - 73 – 107 SOUTH STREET, ST ANDREWS** 220 – 234
- Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture, cycle racks and associated landscaping.
14. **24/02028/FULL - 109 – 133 SOUTH STREET, ST ANDREWS** 235 – 249
- Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and landscaping.
15. **APPLICATIONS FOR PLANNING PERMISSION DEALT WITH UNDER DELEGATED POWERS.**
- <https://www.fife.gov.uk/kb/docs/articles/planning-and-building2/planning/planning-applications/weekly-update-of-applications2>.

**Members are reminded that should they have queries on the detail of a report they should, where possible, contact the report authors in advance of the meeting to seek clarification.**

Lindsay Thomson  
Head of Legal and Democratic Services  
Finance and Corporate Services

Fife House  
North Street  
Glenrothes  
Fife, KY7 5LT

5 February 2025

If telephoning, please ask for:

Diane Barnet, Committee Officer, Fife House 06 ( Main Building )

Telephone: 03451 555555, ext. 442334; email: [Diane.Barnet@fife.gov.uk](mailto:Diane.Barnet@fife.gov.uk)

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### **BLENDED MEETING NOTICE**

This is a formal meeting of the Committee and the required standards of behaviour and discussion are the same as in a face to face meeting. Unless otherwise agreed, Standing Orders will apply to the proceedings and the terms of the Councillors' Code of Conduct will apply in the normal way

For those members who have joined the meeting remotely, if they need to leave the meeting for any reason, they should use the Meeting Chat to advise of this. If a member loses their connection during the meeting, they should make every effort to rejoin the meeting but, if this is not possible, the Committee Officer will note their absence for the remainder of the meeting. If a member must leave the meeting due to a declaration of interest, they should remain out of the meeting until invited back in by the Committee Officer.

If a member wishes to ask a question, speak on any item or move a motion or amendment, they should indicate this by raising their hand at the appropriate time and will then be invited to speak. Those joining remotely should use the "Raise hand" function in Teams.

All decisions taken during this meeting, will be done so by means of a Roll Call vote.

Where items are for noting or where there has been no dissent or contrary view expressed during any debate, either verbally or by the member indicating they wish to speak, the Convener will assume the matter has been agreed.

There will be a short break in proceedings after approximately 90 minutes.

Members joining remotely are reminded to have cameras switched on during meetings and mute microphones when not speaking. During any breaks or adjournments please switch cameras off.

**THE FIFE COUNCIL - NORTH EAST PLANNING COMMITTEE – BLENDED MEETING**

**JP Court Room, County Buildings, Cupar**

**15 January 2025**

**1.30 pm – 2.00 pm**

**PRESENT:** Councillors Jonny Tepp (Convener), Fiona Corps, Sean Dillon, Alycia Hayes, Stefan Hoggan, Gary Holt, Louise Kennedy-Dalby, Jane Ann Liston, Donald Lothian and David MacDiarmid.

**ATTENDING:** Alastair Hamilton, Service Manager Development Management and Jacob Latto, Graduate Planner, Development Management; Steven Paterson, Solicitor, Planning and Environment and Wendy MacGregor, Committee Officer, Legal and Democratic Services.

**APOLOGIES FOR ABSENCE:** Councillors Margaret Kennedy and Robin Lawson.

**202. DECLARATIONS OF INTEREST**

No declarations of interest were submitted in terms of Standing Order No. 22.

**203. MINUTE**

The committee considered the minute of meeting of the North East Planning Committee of 4 December 2024.

**Decision**

The committee approved the minute.

**204. 24/01944/FULL - 5 GLOVERS WYND, EARLSFERRY, LEVEN**

The committee considered a report by the Head of Planning Services relating to an application for the installation of dormer extensions to the front and rear of a dwelling house and a new door to the front elevation.

**Decision**

The committee approved the application subject to conditions and for the reasons detailed in the report.

**205. 24/02432/FULL - THE OLD PARSONAGE, ROTTEN ROW, ELIE**

The committee considered a report by the Head of Planning Services relating to an application for the erection of a flag pole to the rear garden of a dwelling house.

**Decision**

The committee approved the application subject to conditions and for the reasons detailed in the report.

**206. APPLICATIONS FOR PLANNING PERMISSION DEALT WITH UNDER DELEGATED POWERS.**

**Decision**

The committee noted the list of applications dealt with under delegated powers since the previous meeting.

Committee Date: 12/02/2025

Agenda Item No. 4

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**Application for Full Planning Permission**

**Ref: 24/01670/FULL**

**Site Address:** Cupar Muir Sawmill Quarry Road Cupar Muir

**Proposal:** Change of use of vacant/derelict land (nil use) to allow for the siting of 37 caravans to provide permanent (retirement) living accommodation (over 55 years old)(Sui Generis) and associated infrastructure including access, roads, drainage and landscaping.

**Applicant:** Easy Living Developments, Unit 17 Eastfield Business Park

**Date Registered:** 24 July 2024

**Case Officer:** Jamie Penman

**Wards Affected:** W5R20: Cupar

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### **Reasons for Referral to Committee**

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This application requires to be considered by the Committee because the application has attracted six or more separate individual representations which are contrary to the officer's recommendation.

### **Summary Recommendation**

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The application is recommended for: Conditional Approval

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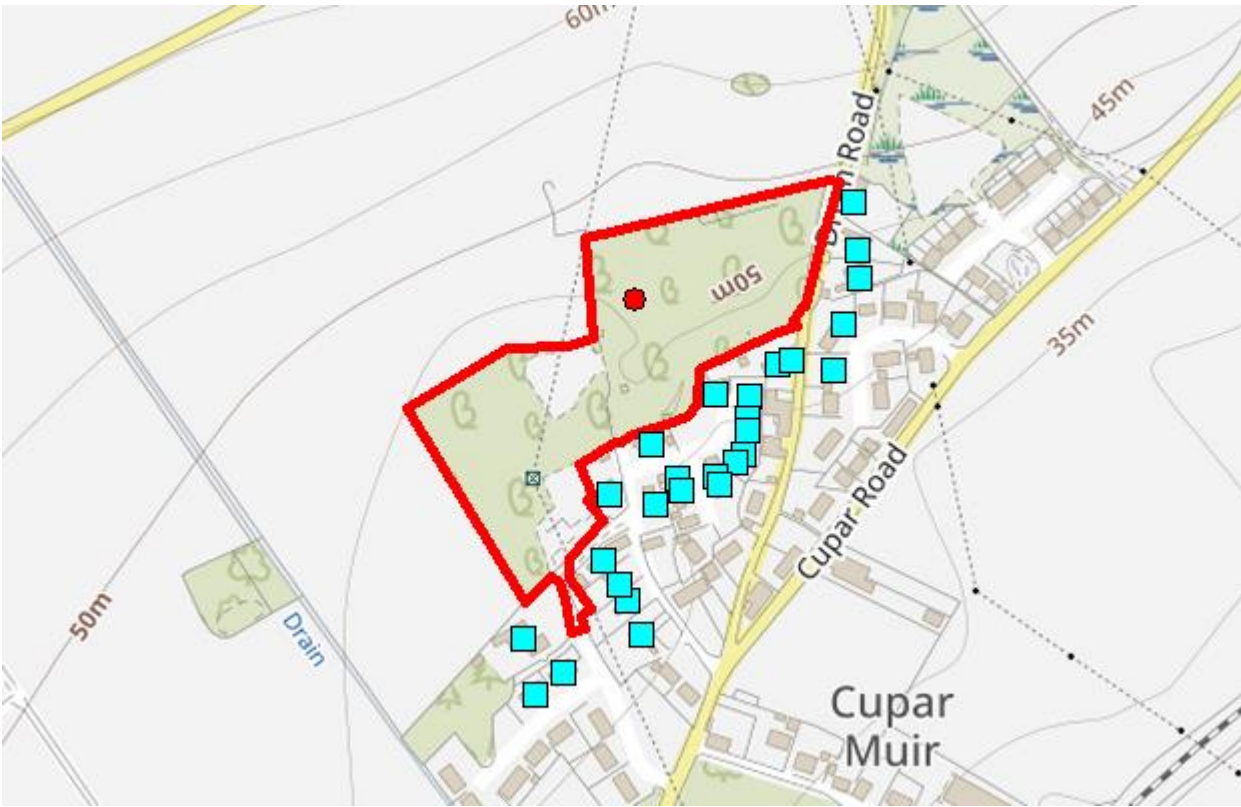
## **1.0 Background**

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### **1.1 The Site**

1.1.1 This application relates to a Local Development Plan (FIFEplan 2017) allocated site CPM001, which is located within the settlement boundary of Cupar Muir. The allocation details that it is a housing opportunity site with an estimated capacity of 37 units. It is also on Fife Council's Vacant and Derelict Land Register. The site slopes downhill from north to south and is located along the northern boundary of the village. Agricultural fields bound the site to the north and west, Drum Road is located to the east with neighbouring residential properties beyond and to the south (Quarry Road/Trynlaw Gardens). The site is located approximately 1.5 miles to the southwest of Cupar.

1.1.2 The application site and neighbours who were notified of this application are shown in the image below.



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## 1.2 The Proposed Development

1.2.1 This application is for full planning permission for a change of use of the vacant/derelict land (nil use), to allow for the siting of 37 caravans to provide permanent (retirement) living accommodation (over 55 years old) (Sui Generis) and associated infrastructure including access, roads, drainage and landscaping.

1.2.2 The applicant has advised that due to the previous land uses of the site, redeveloping the brownfield site to provide mainstream housing would not be viable and that caravans are the most cost-effective way to bring the site back into beneficial use.

1.2.3 An existing single point of vehicular access from Spruce Gardens would be utilised to allow entry into the site. An internal loop road would be provided within the site with 37 pitches being formed adjacent to the road. Off-street parking has been provided for each pitch. Each pitch would have an area of amenity land for private use and larger public amenity areas would be available within the wider site. A pedestrian only access would be provided along the eastern boundary of the site onto Drum Road. The application also proposed a suds basin.

## 1.3 Relevant Planning History

01/00621/EOPP - Outline application for residential development (including route of new access road) - Refused - 10/08/01

04/03282/EFULL - Vary Condition No 2 on Appeal Decision P/PPA/250/332 to allow a further 3 years for submission of Reserved Matters – Approved with Conditions - 01/11/04

06/02877/EARM - Reserved matters application for detailed roads and layout and erection of 40 dwellings - Withdrawn - 28/03/07

07/01297/EARM - Reserved matters application for detailed roads and layout and erection of 37 dwellinghouses – Approved with Conditions - 25/10/07

97/02041/H - Sitting of temporary canteen and toilet facilities - Approved with Conditions - 26/02/97

19/03031/PAN - Proposal of Application Notice for major residential development – PAN Agreed - 06/11/19

23/01556/FULL - Reserved matters application for detailed roads and layout and erection of 37 dwellinghouses (Section 42 application to vary condition 19 of planning permission 07/01297/EARM relating to hours of construction) - Approved with Conditions Approved with Conditions - 16/11/23

23/01685/PAS - Pre-Application Screening for proposed development of 49 No. residential lodges - Withdrawn - 26/06/23

24/00184/SCR - Screening Opinion for proposed residential park (42 retirement lodges) – EIA Not required - 30/01/24

## **1.4 Application Procedures**

1.4.1 Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017).

1.4.2 The application proposal covers a site area of less than 2Ha and therefore falls within the Local Development category under the Town and Country Planning (Hierarchy of Developments) Regulations 2009. As such, pre-application consultation was not a statutory requirement for this application. Statutory neighbour notification has been undertaken by Fife Council along with a neighbour notification advertisement placed in The Courier Newspaper on 01.08.2024.

1.4.3 A physical site visit has not been undertaken for this planning application. All necessary information has been collated digitally to allow the full consideration and assessment of the application and it has been determined that the level of information available is sufficient to provide a recommendation on the application.

## **1.5 Relevant Policies**

### **National Planning Framework 4 (2023)**

Policy 1: Tackling the climate and nature crises

To encourage, promote and facilitate development that addresses the global climate emergency and nature crisis.

Policy 3: Biodiversity

To protect biodiversity, reverse biodiversity loss, deliver positive effects from development and strengthen nature networks.

Policy 6: Forestry, woodland and trees

To protect and expand forests, woodland and trees.



#### Policy 9: Brownfield, vacant and derelict land

and empty buildings

To encourage, promote and facilitate the reuse of brownfield, vacant and derelict land and empty buildings, and to help reduce the need for greenfield development.

#### Policy 13: Sustainable transport

To encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably.

#### Policy 14: Design, quality and place

To encourage, promote and facilitate well designed development that makes successful places by taking a design-led approach and applying the Place Principle.

#### Policy 15: Local Living and 20-minute neighbourhoods

To encourage, promote and facilitate the application of the Place Principle and create connected and compact neighbourhoods where people can meet the majority of their daily needs within a reasonable distance of their home, preferably by walking, wheeling or cycling or using sustainable transport options.

#### Policy 16: Quality Homes

To encourage, promote and facilitate the delivery of more high quality, affordable and sustainable homes, in the right locations, providing choice across tenures that meet the diverse housing needs of people and communities across Scotland

#### Policy 18: Infrastructure first

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

#### Policy 22: Flood risk and water management

To strengthen resilience to flood risk by promoting avoidance as a first principle and reducing the vulnerability of existing and future development to flooding.

#### Policy 23: Health and safety

To protect people and places from environmental harm, mitigate risks arising from safety hazards and encourage, promote and facilitate development that improves health and wellbeing.

### **Adopted FIFEplan (2017)**

#### Policy 1: Development Principles

Development proposals will be supported if they conform to relevant Development Plan policies and proposals, and address their individual and cumulative impacts.

#### Policy 2: Homes

Outcomes: An increase in the availability of homes of a good quality to meet local needs. The provision of a generous supply of land for each housing market area to provide development opportunities and achieve housing supply targets across all tenures. Maintaining a continuous five year supply of effective housing land at all times.

#### Policy 3: Infrastructure and Services

Outcomes: New development is accompanied, on a proportionate basis, by the site and community infrastructure necessary as a result of the development so that communities function sustainably without creating an unreasonable impact on the public purse or existing services.

#### Policy 4: Planning Obligations

Outcomes: New development provides for additional capacity or improvements in existing infrastructure to avoid a net loss in infrastructure capacity.

#### Policy 10: Amenity

Outcome: Places in which people feel their environment offers them a good quality of life.

#### Policy 11: Low Carbon Fife

Outcome: Fife Council contributes to the Climate Change (Scotland) Act 2009 target of reducing greenhouse gas emissions by at least 80% by 2050. Energy resources are harnessed in appropriate locations and in a manner where the environmental and cumulative impacts are within acceptable limits.

#### Policy 12: Flooding and the Water Environment

Outcome: Flood risk and surface drainage is managed to avoid or reduce the potential for surface water flooding. The functional floodplain is safeguarded. The quality of the water environment is improved.

#### Policy 13: Natural Environment and Access

Outcomes: Fife's environmental assets are maintained and enhanced; Green networks are developed across Fife; Biodiversity in the wider environment is enhanced and pressure on ecosystems reduced enabling them to more easily respond to change; Fife's natural environment is enjoyed by residents and visitors.

#### Policy 14: Built and Historic Environment

Outcomes: Better quality places across Fife from new, good quality development and in which environmental assets are maintained, and Fife's built and cultural heritage contributes to the environment enjoyed by residents and visitors.

## **National Guidance and Legislation**

### **Supplementary Guidance**

Supplementary Guidance: Low Carbon Fife (2019) provides guidance on: assessing low carbon energy applications demonstrating compliance with CO<sub>2</sub> emissions reduction targets and district heating requirements; requirements for air quality assessments.

Supplementary Guidance: Making Fife's Places (2018) Making Fife's Places Supplementary Guidance sets out Fife Council's expectations for the design of development in Fife.

### **Planning Policy Guidance**

Planning Policy Guidance: Development and Noise (2021)

Policy for Development and Noise looks at both noisy and noise sensitive land. Noise sensitive developments may need to incorporate mitigation measures through design, layout, construction or physical noise barriers to achieve acceptable acoustic conditions.

Planning Policy Guidance: Planning Obligations (2017)

Planning Obligations guidance seeks to ensure that new development addresses any impacts it creates on roads, schools and community facilities. It assists the development industry to better understand the costs and requirements that will be sought by Fife Council and provides certainty to communities and public bodies that new development will have no negative impact.

## **Planning Customer Guidelines**

Developing Brownfield Sites

Daylight and Sunlight

Garden Ground

Trees and Development

Minimum Distances between Window Openings

## **Other Relevant Guidance**

Fife Council's Design Criteria Guidance on Flooding and Surface Water Management Plan Requirements (2022)

## **2.0 Assessment**

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### **2.1 Relevant Matters**

The matters to be assessed against the development plan and other material considerations are:

- Principle of Development
- Design and Layout/Visual Impact
- Residential Amenity
- Transportation/Road Safety
- Flooding and Drainage
- Contaminated Land and Air Quality
- Natural Heritage and Trees
- Sustainability
- Developer Contributions

### **2.2 Principle of Development**

2.2.1 NPF4 Policies 9 (Brownfield, Vacant and Derelict Land and Empty Buildings), 16 (Quality Homes) and FIFEplan Policies 1 (Development Principles) and 2 (Homes) support development on brownfield, allocated sites which are located within settlement boundaries.

2.2.2 Concerns have been raised in third party objections noting that there is no further need for any more residential caravan parks in the surrounding area. Concerns are also raised regarding the over 55 age requirement and regarding the site turning into a holiday park.

2.2.3 The application site is a FIFEplan (2017) allocated site (CPM001). The settlement table advises that it is a Housing Opportunity Site with an estimated capacity of 37 units. Whilst this application is for a change of use of the land to allow for the siting of 37 caravans, the application proposes that these would be for permanent living, specifically for people of retirement age. The application site is also brownfield land which is on Fife Council's Vacant and Derelict Land Register. Whilst the concerns of objectors are noted, NPF4 specifically supports proposals for new homes that improve affordability and choice, which includes homes for older people. Should the applicant want to run the site as a holiday park, full planning consent would be required for this.

2.2.4 The principle of development is therefore fully supported by both FIFEplan and NPF4.

## **2.3 Design and Layout / Visual Impact**

2.3.1 NPF4 Policy 14 (Design, Quality and Place) and FIFEplan Policies 10 (Amenity) and 14 (Built and Historic Environment) support development proposals which are well designed and have a positive visual impact on their surroundings.

2.3.2 Third party representations raise concerns regarding the visual impact that the development would have on the surrounding area. Concerns area also raised regarding density and that it is out of keeping with the surrounding area.

2.3.3 The application proposal is for the change of use of land to allow for the siting of caravans. As such, any caravan placed on the site must comply with dimensions set out in The Caravan Sites Act 1968. A caravan is defined as any structure composed of no more than two sections, designed or adapted for human habitation that is capable of being moved from one place to another, either by being towed or transported on a motor vehicle or trailer. Maximum dimensions include a length of 20m, a width of 6.8m and a height of 3.05m. Whilst drawings of two different types of caravans have been submitted with this application, it must be noted that if the change of use is approved, caravans can be replaced without the need for any further planning consent, providing that any replacement continues to meet the definition of a caravan. The agent has confirmed that they consider that the proposals comply with the definition of a caravan and as such a residential site licence would also be required should the planning permission be approved.

2.3.4 As any structure placed on the site would be required to comply with the above size restrictions, the siting of 37 caravans on the site would have a modest visual impact on the surrounding area. Drawings submitted in support of the application details that the proposed caravans would have an anthracite cladding finish with a slate effect roof. Given existing vegetation around the site boundaries, the site would not be fully visible from the surrounding area. Furthermore, given the number of proposed caravans would comply with the estimated capacity as noted in the allocation, no significant concerns would be raised in terms of overdevelopment.

2.3.5 Given the current status of the site as brownfield land which is also on Fife Council's Vacant and Derelict Land Register, the proposal would result in a significant benefit to the surrounding area by bringing an allocated housing site back into beneficial active use.

2.3.6 In light of the above, the application proposal therefore complies with both FIFEplan and NPF4 policies with regard to its visual impact.

## **2.4 Residential Amenity**

2.4.1 NPF4 Policies 16 (Quality Homes), 23 (Health and Safety) and FIFEplan Policy 10 (Amenity) support development proposals that have no significant detrimental impact on existing levels of residential amenity. These policies specifically relate to privacy, overshadowing, noise and odour impacts. Where potential impacts are identified, the proposal should be supported by appropriate studies.

2.4.2 Third party representations have raised concerns with regarding to overshadowing, privacy, noise and light pollution impacts that may occur as a result of the development. Concerns are also raised regarding impacts that may occur during the construction period.

2.4.3 There are existing residential properties located along the eastern and southern boundaries of the site. Due to the modest sizes of the proposed caravans, no significant concerns would be raised in terms of overshadowing or privacy impacts. Whilst there would an increase in activity within the site as a result of the development, given the proposed residential use this would be consistent with the surrounding area, no significant concerns would be raised in this regard.

2.4.4 As with any development, there is potential for some temporary disruption during the construction period, however, this can be managed through the submission of a Construction & Environmental Management Plan.

2.4.5 In light of the above, the proposal would comply with FIFEplan and NPF4 policies with regard to its residential amenity impact.

## **2.5 Transportation/Road Safety**

2.5.1 NPF4 Policies 13 (Sustainable Transport), 15 (Local Living and 20 Minute Neighbourhoods) and FIFEplan Policy 3 (Infrastructure and Services) apply and support development that have no significant road safety impacts. Furthermore, these policies require developments to provide adequate infrastructure to mitigate their impact in terms of traffic movements and for developments to encourage sustainable modes of travel.

2.5.2 Third party representations have raised concerns that the single point of vehicular access from the development would link onto Spruce Gardens, which is inappropriate and is a private road. Further concerns are also raised with regard to impacts on pedestrian safety, in that road geometry is restrictive and surrounding footpaths are in poor condition. Comments also note that Cupar Muir lacks basic services and the development would be dependent on the use of a private car. Comments also state that the local bus stops are “dangerous” and that bus provision is poor.

2.5.3 The site would be accessed via a single existing access from Spruce Gardens, which is an adopted road. An internal loop road would be provided within the site and would remain within private ownership of the applicant. Off-street parking for each caravan and a pedestrian access on the eastern boundary onto Drum Road has been provided. Drum Road is a Core Path (P110/04) which is considered suitable for walking, cycling, pushchairs/wheelchairs and horse riding. Access to public transport is available through a pair of bus stops located approximately 400m to the south on Cupar Road. These bus stops are served by an (approximate) hourly service (63) between Glenrothes and St Andrews Monday – Saturday (07:40 – 19:11), with no services on a Sunday. The M65 service is also available (approximately hourly) between 20:11 and 00:40 Monday-Saturday and runs between Newburgh and St Andrews.

2.5.4 Fife Council’s Transportation Development Management Team has been consulted on this application and has raised some concerns with the application. A Transport Statement was requested but not submitted. It was considered appropriate to forgo this request given the extant consent for 37 units on the site. Given this application proposes the same number of units, there would be no significant additional traffic impact on surrounding roads, over and above what has already been approved. TDM has also requested that a second vehicular

access onto Drum Road is provided. It is noted that the extant consent did not provide a second vehicular access out on to Drum Road. Furthermore, given that Drum Road is a single lane, unclassified road, which is also a Core Path, the applicant was not asked to investigate this further. The applicant has however provided a pedestrian access onto Drum Road, which is considered acceptable. TDM has ultimately raised no objections to the proposal.

2.5.5 Whilst it is accepted that Cupar Muir does not have local amenities which could support local living, it must be noted that the application site is allocated for housing where there is already an extant consent for 37 units. Furthermore, local bus services are available between Glenrothes, Cupar and St Andrews where access to services are available along with bus and rail connections to allow follow on travel. Concerns regarding footpath condition and safety of local bus stops are noted, these are existing issues for which the burden cannot be borne by the applicant.

2.5.6 The proposal would raise no significant road safety or sustainable travel concerns and would therefore comply with relevant FIFEplan and NPF4 Policies.

## **2.6 Flooding and Drainage**

2.6.1 NPF4 Policies 22 (Flood Risk and Water Management) and FIFEplan policies 3 (Infrastructure and Services) and 12 (flooding and the Water Environment) support development proposals which will not be impacted by flooding, nor increase flooding elsewhere outwith the site. Furthermore, these policies support development which sustainably deals with surface water run-off.

2.6.2 Third party representations have raised concerns regarding flooding impacts which may arise as a result of the development.

2.6.3 The SEPA flood maps show small instances of surface water flooding across the site. The applicant has submitted details of their proposed drainage scheme which proposes that each caravan would have its own soakaway to sustainably manage roof surface water run-off. Surface water run-off from the internal road network would be directed to the proposed suds basin where it would be retained and discharged to a Scottish Water sewer at a restricted rate. Foul drainage would be directed to a nearby Scottish Water sewer.

2.6.4 Fife Council's Structural Services Team has reviewed the submitted information and has raised no objections in terms of flooding or the proposed drainage scheme.

2.6.5 The proposal would therefore raise no significant concerns in terms of flooding or drainage and as such, would comply with relevant NPF4 and FIFEplan policies in this regard.

## **2.7 Contaminated Land and Air Quality**

2.7.1 NPF4 Policy 9 (Brownfield, Vacant and Derelict Land and Empty Buildings) and FIFEplan Policy 10 (Amenity) support development which remediates contaminated land, making it safe for future land uses.

2.7.2 Third party representations raised concerns regarding contaminated land within the site and that it should be left undisturbed. Concerns are also raised with regard to impacts on air quality.

2.7.3 A Phase 1 Desk Study and Phase 2 Site Investigation Report in respect of contaminated land has been submitted with the application. Fife Council's Land & Air Quality has been consulted on the application and has noted that the submitted reports are around 20 years old and as such, updated assessments would be required. This can be secured by condition. An Air Quality Impact Assessment has also been requested, however, in line with Fife Council's Air Quality in Fife Advice for Developers 2020, the development is not of a size that would warrant the submission of an AQIA.

## **2.8 Natural Heritage and Trees**

2.8.1 NPF4 Policies 1 (Tackling the Climate and Nature Crises), 3 (Biodiversity), 4 (Natural Places), 6 (Forestry, Woodland and Trees) and FIFEplan Policy 13 apply and support development which protects and enhances protected species/biodiversity in and around the site whilst also safeguarding protected trees and also non-protected trees which have amenity value.

2.8.2 Third party representations raised concerns about the development's potential ecology impact given that the site has rewilded and potentially contains protected species.

2.8.3 Whilst the application is brownfield land, it has partly renaturalised due to a lengthy period of inactivity. Rough grassland and self-seeded vegetation exist on the site with more structured tree planting around its boundaries. A Preliminary Ecology Appraisal (PEA) has been submitted in support of the application which details that the application site does not lie within or adjacent to any statutory designated environmental sites. The PEA identified 9 habitat types within the survey area and also noted non-native species such as buddleia. No high-quality habitats were recorded and as such, the PEA advises that no significant loss would occur. Given the different habitat types on site, these were assessed for potential to support protected/notable species. The PEA advises that whilst no bat roost habitat was identified within the site, it is considered likely that foraging bats would likely use the site and surrounding areas. The PEA also notes that mammal activity was noted within the survey area, however, camera surveys confirmed no badger activity. The PEA raises no significant concerns in terms of ecology impacts advises on a number of mitigation measures to be employed which include pre-commencement ecology surveys and biodiversity enhancements including the creation of native habitats including grassland, hedgerow and wetland area around the suds basin, formation of log/stone piles and the installation of bird/bat/hedgehog boxes. Fife Council's Natural Heritage Officer has been consulted on this application and has raised no objections.

2.8.4 A Tree Survey has also been submitted in support of the application. It details that a total of 90 trees were surveyed within the site and that 21 trees would need to be removed to facilitate the development. These consist of 11 category B and 10 category C trees. A Tree Protection Plan has been prepared which shows how trees to be retained can be satisfactorily protected during the construction process. The Tree Survey also notes that the site provides adequate space for compensatory tree planting. Fife Council's Tree Officer has been consulted on the application and has raised no significant concerns.

2.8.5 Whilst no detailed landscaping plan has been submitted with this application, indicative areas of tree planting are shown on the proposed site layout plan. The applicant also owns further land outwith the red line boundary which they have advised will be landscaped to provide an attractive area around the site and to provide biodiversity enhancement. Submission of full landscaping details, including maintenance details, has been secured by condition.

2.8.6 Whilst a moderate level of tree removal is proposed, the removals are required in order to realise the development of residential accommodation on an allocated housing site. Furthermore, the impact of the removals can be mitigated through the implementation of a compensatory planting scheme. No significant concerns are therefore raised in terms of ecology or tree impacts and as such, the proposal complies with relevant FIFEplan and NPF4 policies.

## **2.9 Sustainability**

2.9.1 NPF4 Policies 1 (Tackling the Climate and Nature Crisis), 2 (Climate Mitigation and Adaptation), 12 (Zero Waste), 13 (Sustainable Transport) and FIFEplan Policy 11 (Low Carbon) support development that is compliant with sustainable development principles and take account of the climate and nature crises.

2.9.2 Whilst caravans are not subject to building warrant regulations and as such, are not subject to current carbon dioxide emission reduction targets, the applicant has submitted an Energy and Sustainability Statement which advises how the proposal would meet the relevant Development Plan policies. The statement advises that the caravans will be constructed to BS3632, which is a residential standard. They would also include energy efficient lighting, high performance double glazing and have a thermally efficient construction specification. The statement also noted that electric vehicle charging will be provided within the site and that the site has been designed to encourage walking and cycling.

## **2.10 Developer Contributions**

2.10.1 NPF4 Policy 18 (Infrastructure First) and FIFEplan Policy 4 (Planning Obligations) support development where an infrastructure first approach has been applied. These policies advise that all development should mitigate their impact on infrastructure capacity and developer contributions will be sought where required.

2.10.2 Given the application site is brownfield land which is also on Fife Council's Vacant and Derelict Land Register, it is exempt from all planning obligations. No assessment has been undertaken with regard to education impact as the proposal is for retirement accommodation. As such, the development shall be restricted by condition to people aged over 55.

## **3.0 Consultation Summary**

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Scottish Water	No objections.
Trees, Planning Services	No significant concerns raised. Landscaping plan required.
Natural Heritage, Planning Services	No significant concerns raised. Biodiversity enhancements and landscaping plan required.
TDM, Planning Services	No objections.



Land And Air Quality, Protective Services	Updated Site-Specific Risk Assessment required.
Parks Development and Countryside	No response.
Housing And Neighbourhood Services	No affordable housing contribution required due to site exemption.
Structural Services - Flooding, Shoreline and Harbours	No objections.

## 4.0 Representation Summary

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4.0.1 20 objections have been submitted.

### 4.1 Material Planning Considerations

#### 4.1.1 Objection Comments:

Issue	Addressed in Paragraph
a. There is already an abundance of residential caravan sites in wider area.	2.2
b. How will over 55 policy be managed?	2.10
c. Proposal is out of scale in relation to village.	2.3
d. The site is not visible from surrounding roads.	2.3
e. Development is more units than originally planned.	1.1 & 1.2
f. There would be a detrimental visual impact on the surrounding area.	2.3
g. Noise and light pollution will increase in surrounding area.	2.4
h. Construction will impact on local residents.	2.4
i. Access into the site via Spruce Gardens is a private road.	2.5
j. Traffic will impact on pedestrian safety.	2.5
k. Proposal will lead to increased traffic levels on surrounding roads.	2.5
l. Cupar Muir does not have a good bus service.	2.5
m. Footpath connectivity and condition is poor.	2.5
n. Cupar Muir lacks basic amenities.	2.5
o. Road condition and geometry is poor.	2.5
p. Residents will be reliant on private car.	2.5
q. Access into the site is inappropriate.	2.5
r. Local bus stop is dangerous.	2.5
s. Proposal will increase flooding issues in surrounding area.	2.6
t. Proposal will impact on biodiversity on site and surrounding area.	2.8
u. There are protected species within the site.	2.8
v. The site has rewilded.	2.8
w. Proposal will have unacceptable environmental impact.	2.7
x. The site is contaminated, it would be better left undisturbed.	2.7
y. Air quality impacts will occur due to increased traffic levels.	

### 4.2.3 Other Concerns Expressed

<b>Issue</b>	<b>Comment</b>
a. Proposal is motivated by profit.	Non-material
b. Overhead cables should be relocated.	Non-material
c. Proposal will impact on current views.	Non-material
d. Development will impact on surrounding property values.	Non-material
e. No evidence provided that people want to live in caravans.	Non-material
f. Caravans may be left to degrade and not be renewed.	Non-material

## 5.0 Conclusions

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The application proposal presents an alternative approach to providing residential accommodation on a brownfield, vacant & derelict site, which is allocated for housing in the Local Development Plan. Whilst it is accepted that the settlement of Cupar Muir does not have amenities that would support local living, which may result in the development being dependent on a private car, it is noted the public transport is available. The proposal is acceptable in terms of its visual, residential amenity and road safety impact. Furthermore, no significant concerns are raised with regard to flood, contaminated land or impact on local ecology. The proposal is therefore acceptable and would bring a long-term brownfield vacant & derelict site back into active use. The proposal is therefore recommended for approval, subject to conditions.

## 6.0 Recommendation

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It is accordingly recommended that the application be approved subject to the following conditions and reasons:

### **PRE-COMMENCEMENT CONDITIONS:**

1. NO DEVELOPMENT SHALL COMMENCE ON SITE until the risk of actual or potential land contamination at the site has been investigated and a Preliminary Risk Assessment (Phase I Desk Study) has been submitted by the developer to and approved in writing by the planning authority. Where further investigation is recommended in the Preliminary Risk Assessment, no development shall commence until a suitable Intrusive Investigation (Phase II Investigation Report) has been submitted by the developer to and approved in writing by the planning authority. Where remedial action is recommended in the Phase II Intrusive Investigation Report, no development shall commence until a suitable Remedial Action Statement has been submitted by the developer to and approved in writing by the planning authority. The Remedial Action Statement shall include a timetable for the implementation and completion of the approved remedial measures.

All land contamination reports shall be prepared in accordance with CLR11, PAN 33 and the Council's Advice for Developing Brownfield Sites in Fife documents or any subsequent revisions of those documents. Additional information can be found at [www.fife.gov.uk/contaminatedland](http://www.fife.gov.uk/contaminatedland)

Reason: To ensure potential risk arising from previous land uses has been investigated and any requirement for remedial actions is suitably addressed.

2. BEFORE ANY WORKS START ON SITE, a scheme of landscaping indicating the siting, numbers, species and heights (at time of planting) of all trees, shrubs and hedges to be planted, and the extent and profile of any areas of earthmounding, shall be submitted for approval in writing by this Planning Authority. The scheme as approved shall be implemented during the first planting season (between October and March inclusive) following the completion or occupation of the development. For the avoidance of doubt, the landscaping plan shall also consider areas within the blue line boundary.

Reason: In the interests of visual amenity and to ensure a satisfactory standard of local environmental quality.

3. Before any works commence on site, an Invasive Species Management Plan (ISMP) shall be submitted to Fife Council as Planning Authority for approval in writing. The ISMP shall detail all instances of Buddleia within the site and measures which will be taken to ensure its removal. The site shall not be occupied until either confirmation is received that all instances of buddleia has been removed from the site, or a management plan which details an acceptable timescale for its removal has been approved.

Reason: In the interest of natural heritage; to ensure invasive species are eradicated from the site.

4. Before any works start on site, a further ecology survey shall be undertaken on site to establish the presence of protected or notable species. If the presence of any species is established, a management plan indicating how any impacts shall be mitigated, shall be submitted to Fife Council as Planning Authority for approval in writing. The development shall then proceed in accordance with the agreed details.

Reason: In the interest of protecting natural heritage; to ensure the site is free from any protected or notable species before any development commences.

5. Before any development commences on site, a Construction and Environmental Management Plan (CEMP) shall be submitted to Fife Council as Planning Authority, for prior written approval. The approved measures shall then be followed in full on site during the construction period. For the avoidance of doubt, the CEMP shall full consider all potential impacts on surrounding residential properties. It shall also include details on what proactive measures would be implemented to ensure that surrounding roads are kept clear of all mud and debris; what measures would be implemented to prevent construction vehicles queuing on Spruce Gardens prior to the site opening; and what measures would be implemented to ensure all site staff, contractors, and sub-contractors. It shall also detail potential impacts on local ecology and how these impacts shall be mitigated.

Reason: In the interest of protecting residential amenity and ecology; to ensure adequate measures are put in place during the construction period to avoid any significant impacts.

6. Prior to any works commencing on site, full details of all ecological enhancement measures (and a timetable for implementation) to be utilised within the site shall be submitted to Fife Council as Planning Authority for prior written approval. The measures shall be installed in accordance with the agreed timetable.

Reason: In the interest of biodiversity gain; to ensure the development provides adequate biodiversity enhancement measures.

**CONDITIONS:**

7. The development to which this permission relates must be commenced no later than 3 years from the date of this permission.

Reason: In order to comply with the provisions of Section 58 of the Town and Country Planning (Scotland) Act 1997, as amended by Section 32 of The Planning (Scotland) Act 2019.

8. The siting of any unit within the site shall be restricted to caravans which meet the legal definition of a caravan as set out in the Caravan Site and Control of Development Act 1960 (as amended) and the Caravan Sites Act 1968 or any order subsequently amending this legislation.

Reason: In order to define the terms of the consent.

9. The occupancy of any caravan shall be restricted to persons aged 55 and over and shall be held as such in perpetuity unless otherwise agreed by the express prior consent in writing of Fife Council as Planning Authority.

Reason: In order to define the terms of the consent.

10. No caravan shall be occupied until remedial action at the site has been completed in accordance with the Remedial Action Statement approved pursuant to condition 1. In the event that remedial action is unable to proceed in accordance with the approved Remedial Action Statement - or contamination not previously considered in either the Preliminary Risk Assessment or the Intrusive Investigation Report is identified or encountered on site - all development work on site (save for site investigation work) shall cease immediately and the planning authority shall be notified in writing within 2 working days. Unless otherwise agreed in writing with the local planning authority, development works shall not recommence until proposed revisions to the Remedial Action Statement have been submitted by the developer to and approved in writing by the planning authority. Remedial action at the site shall thereafter be completed in accordance with the approved revised Remedial Action Statement. Following completion of any measures identified in the approved Remedial Action Statement - or any approved revised Remedial Action Statement - a Verification Report shall be submitted by the developer to the local planning authority.

Unless otherwise agreed in writing with the planning authority, no part of the site shall be brought into use until such time as the remedial measures for the whole site have been completed in accordance with the approved Remedial Action Statement - or the approved

revised Remedial Action Statement - and a Verification Report in respect of those remedial measures has been submitted to and approved in writing by the local planning authority.

Reason: To provide satisfactory verification that remedial action has been completed to the planning authority's satisfaction.

11. IN THE EVENT THAT CONTAMINATION NOT PREVIOUSLY IDENTIFIED by the developer prior to the grant of this planning permission is encountered during the development, all development works on site (save for site investigation works) shall cease immediately and the planning authority shall be notified in writing within 2 working days.

Unless otherwise agreed in writing with the local planning authority, development work on site shall not recommence until either (a) a Remedial Action Statement has been submitted by the developer to and approved in writing by the planning authority or (b) the planning authority has confirmed in writing that remedial measures are not required. The Remedial Action Statement shall include a timetable for the implementation and completion of the approved remedial measures. Thereafter remedial action at the site shall be completed in accordance with the approved Remedial Action Statement. Following completion of any measures identified in the approved Remedial Action Statement, a Verification Report shall be submitted to the local planning authority. Unless otherwise agreed in writing with the planning authority, no part of the site shall be brought into use until such time as the remedial measures for the whole site have been completed in accordance with the approved Remedial Action Statement and a Verification Report in respect of those remedial measures has been submitted by the developer to and approved in writing by the local planning authority.

Reason: To ensure all contamination within the site is dealt with.

12. No tree works or scrub clearance shall occur on site from 1st March through to 31st August each year unless otherwise agreed in writing with this Planning Authority prior to clearance works commencing. In the event that clearance is proposed between 1st March to 31st August, a suitable bird survey shall be carried out by a suitably qualified ecologist covering the proposed clearance area and shall be submitted to and approved in writing by this Planning Authority before those clearance works commence. Once written approval has been given the works themselves should be carried out within a specified and agreed timescale.

Reason: In order to avoid disturbance during bird breeding seasons.

13. Before any works start on site, all tree protection measures as shown in the agreed Tree Protection Plan shall be installed on site and retained in a sound, upright condition, for the duration of the construction period.

Reason: In the interest of protecting natural heritage; to ensure all trees that are to be retained are adequately protected during the construction period.

14. Prior to occupation of the first caravan, the approved drainage strategy as specified and hereby approved shall be fully installed and commissioned. The scheme shall be signed off by a suitably qualified drainage engineer following installation and be retained and maintained in an operational manner for the lifetime of the development.

Reason: In the interests of securing an appropriate standard of drainage infrastructure and to mitigate flood risk arising from the development.

15. The pedestrian footpath link onto Drum Road shall be completed and made available for use, prior to the occupation of the 20th caravan pitch, unless otherwise agreed in writing with Fife Council as Planning Authority.

Reason: In the interest of connectivity; to ensure the path provided and made available for use.

## **7.0 Background Papers**

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In addition to the application the following documents, guidance notes and policy documents form the background papers to this report.

[National Planning Framework 4 \(2023\)](#)

[FIFEplan Local Development Plan \(2017\)](#)

[Planning Guidance](#)

Report prepared by Jamie Penman – Chartered Planner

Report reviewed and agreed by Alastair Hamilton, Service Manager (Committee Lead) 3/2/25

**Committee Date: 12/02/2025**

**Agenda Item No. 5**

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**Application for Full Planning Permission**

**Ref: 24/02610/FULL**

**Site Address: 22 James Inglis Crescent Cupar Fife**

**Proposal: Single storey extension to rear of dwellinghouse**

**Applicant: Mrs Margaret Kennedy, 22 James Inglis Crescent Cupar**

**Date Registered: 24 October 2024**

**Case Officer: Manasa Kappadi Channabasavaiah**

**Wards Affected: W5R20: Cupar**

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### **Reasons for Referral to Committee**

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This application requires to be considered by the Committee because the applicant is an elected Councillor.

### **Summary Recommendation**

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The application is recommended for: Conditional Approval

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## **1.0 Background**

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### **1.1 The Site**

#### **1.0 BACKGROUND**

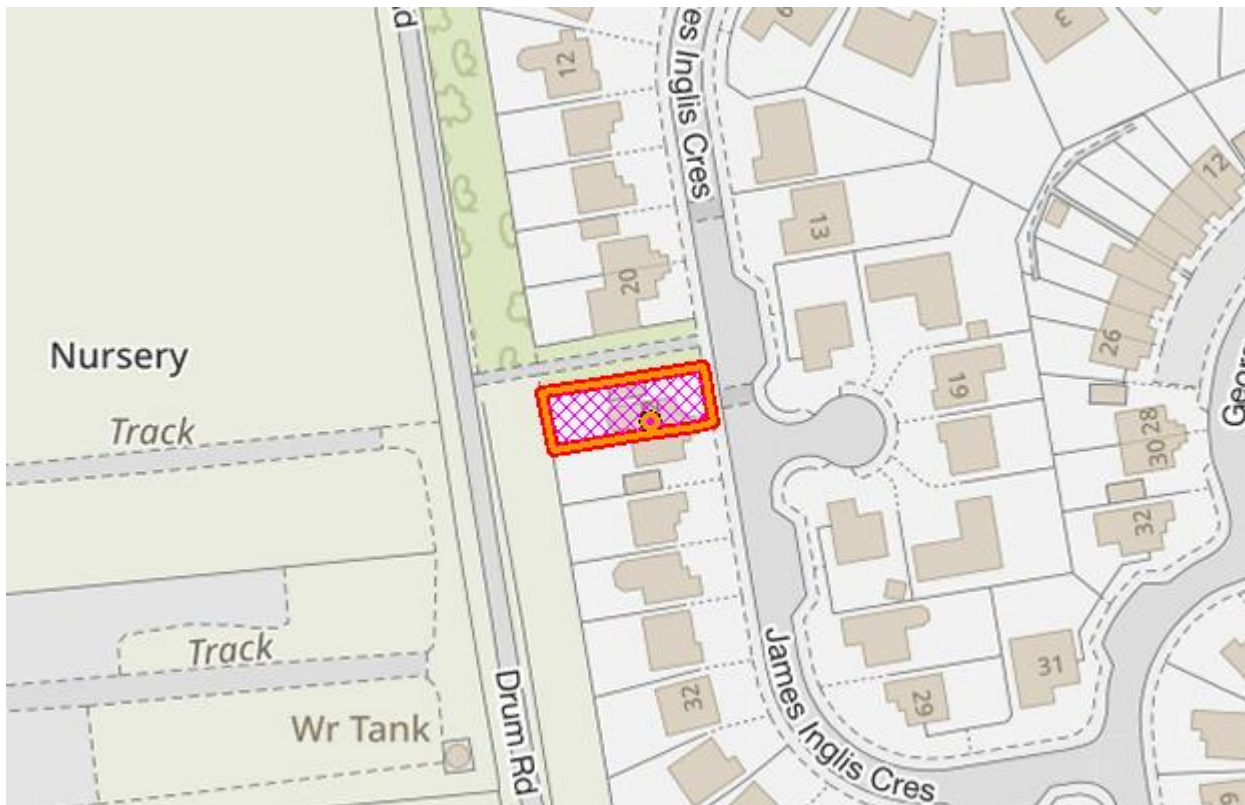
#### **1.1 Description**

1.1.1 This application relates to a semi-detached two storey dwellinghouse situated within a modern housing development in an established residential area of Cupar. The property benefits from open plan front garden with the rear garden enclosed with 1.8 metre high timber fence, driveway to the side leading to a garage. The finishing materials comprise of concrete rooftiles, facing brick base course, white wet dash roughcast and uPVC windows/doors. There is a similar property types in the surrounding area, most of which follow a similar architectural style.

## 1.2 Proposal

1.2.1 This application is for full planning permission for the erection of a single-story extension to the rear. It is proposed to remove the existing conservatory and replace with new rear extension. The proposed extension would provide additional accommodation comprising of a lounge, occupying a footprint of 24.6 square metres and would have a lean to roof. The extension would be externally finished with concrete rooftiles, facing brick base course, white wet dash roughcast and Aluminium windows/doors.

### 1.2.2 LOCATION PLAN



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## 1.2 The Proposed Development

This application is for full planning permission for the single story extension to the rear. It is proposed to remove the existing conservatory and replace with new rear extension. The proposed rear would provide additional accommodation; would be a lounge, occupying a footprint of 24.6 square metres and would have lean to roof. Externally finished with concrete rooftiles, facing brick base course, white wet dash roughcast and Aluminium windows/doors.

## 1.3 Relevant Planning History

09/02464/FULL - Erection of conservatory - Withdrawn - 05/11/09

## 1.4 Application Procedures

Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material



considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017).

## **1.5 Relevant Policies**

### **National Planning Framework 4 (2023)**

Policy 14: Design, quality and place

To encourage, promote and facilitate well designed development that makes successful places by taking a design-led approach and applying the Place Principle.

Policy 16: Quality Homes

To encourage, promote and facilitate the delivery of more high quality, affordable and sustainable homes, in the right locations, providing choice across tenures that meet the diverse housing needs of people and communities across Scotland

### **Adopted FIFEplan (2017)**

Policy 1: Development Principles

Development proposals will be supported if they conform to relevant Development Plan policies and proposals and address their individual and cumulative impacts.

Policy 10: Amenity

Outcome: Places in which people feel their environment offers them a good quality of life.

### **Planning Customer Guidelines**

Garden Ground

Home Extensions

Daylight and Sunlight

1.6 A physical site visit has not been undertaken. Site photographs have been included in the submission. Information has also been gathered using Google maps, google Streetview and ArcGIS mapping and all necessary information has been collated digitally to allow for the full consideration and assessment of the application, all of which is considered sufficient to determine the proposal.

## **2.0 Assessment**

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### **2.1 Relevant Matters**

The matters to be assessed against the development plan and other material considerations are:

- Design and Layout/Visual Impact
- Residential Amenity
- Garden Ground

## **2.2 Design and Layout / Visual Impact**

2.2.1 Policies 14 and 16 of the National Planning Framework 4 (2023), Policies 1 and 10 of the Adopted FIFEplan (2017), Making Fife's Places - Supplementary Guidance (2018), and Fife Council's Planning Customer Guidelines on Home Extensions 2016 apply in this regard.

2.2.2 NPF4 (2023) Policy 14 (Design, quality and place) section (a) and (b) states that a proposal should seek to enhance the surrounding environment, regardless of scale or location. Further to that, the proposal should comply with the six qualities of successful places: Healthy, Connected, Pleasant, Sustainable, Distinctive and Adaptable. Policy 16 (Quality homes) (g) (i) states that householder development will only be supported where they do not have a detrimental impact on the quality of the home and the surrounding area in terms of size, design and materials.

2.2.3 FIFEplan Policies 1 (Development Principles) requires all new development to be placed where the proposed use is supported by the Local Development Plan and for it to be well located and designed to ensure it makes a positive contribution and protects the overall landscape and environmental quality of the surrounding area. Policy 10 (Amenity) requires that development must not lead to a detrimental visual impact on the surrounding area and Fife Council Planning Customer Guidelines on Home Extensions reinforce that any proposed development should not dominate or detract from neighbouring development, be subsidiary to the existing dwelling house, respect existing materials and reflect the style of the original build.

2.2.4 In this instance, the proposed rear extension would be suitably scaled and would be subordinate to the existing dwellinghouse. The development would be discreetly positioned to the rear and would be obscured from any public views. Appropriate matching finishing materials are proposed throughout, and it is therefore considered that in relation to scale, design and external finishing materials, the proposed works would not have a detrimental visual impact on the existing property or wider area.

2.2.5 In light of the above, the proposal is considered acceptable by the way of scale and design, the proposed works would not have a detrimental visual impact on the existing property; would have no adverse effect upon the surrounding environment and would be in compliance with the Development Plan and its related guidance.

## **2.3 Residential Amenity**

2.3.1 National Planning Framework 4 (NPF4) Policy 14 focuses on Design, Quality and Place and supports development that is consistent with the Six Qualities of Successful Places. Policies 1 and 10 of the Adopted FIFEplan (2017) and Fife Council's Planning Customer Guidelines on Daylight and Sunlight (2018) apply in this regard.

2.3.2 Fife Council's Planning Customer Guidelines on Daylight and Sunlight advises that the design of residential environments must seek to ensure that adequate levels of natural light can be achieved within new development and that unacceptable impacts on light to nearby properties are avoided. The Planning Authority's guidelines apply The Building Research Establishment (BRE) criteria where new development affects natural light to existing properties.

2.3.3 The photographs provided by the applicant confirmed that, whilst on the rear elevation the development would partially overshadow a kitchen window at ground floor level on the neighbouring property No.24 at some limited times during the year, this window is not considered to be a primary habitable room and BRE allows for relaxing guidelines in such

instances. Additionally, it is evident from the photographs provided that the floor plan of the semi-detached properties are mirror images and therefore the room space at the rear has two windows providing light to the room. Although some loss of natural light would occur, those amenity spaces would still enjoy at least two hours of direct sunlight received through French doors, which is in accordance with the recommendations set out in the relevant BRE guidance.

2.3.4 With regards to potential issues of overlooking and loss of privacy, it is considered that the proposed works would not raise any concerns. The new extension would primarily overlook the applicant's own garden and there would be no further impact on privacy than presently exists. There is sufficient distance between the proposed development to the neighbouring property and there are no neighbouring windows within the direct vicinity of the proposed garage opening, there would be no significant increased impacts with regards to overlooking or loss of privacy.

2.3.5 In light of the above, the proposal is considered acceptable in this respect in terms of loss of privacy, loss of natural light; would be compatible with its surrounds in terms of land use and would be in compliance with the relevant policies of NPF4, Development Plan and its related guidance.

## **2.4 Garden Ground**

2.4.1 National Planning Framework 4 (NPF4) 2023, Fife Council Customer Guidelines on Garden Ground (2016) apply in this regard.

2.4.2 Garden Ground guidelines advise that home extensions should not occupy more than 25% of the original private garden per dwelling house.

2.4.3 In this instance, the proposed extension would have negligible impact on the existing usable garden area as the site benefits from substantial garden ground remaining, and it is therefore deemed that the proposal meets the requirements in relation to garden ground.

## **3.0 Consultation Summary**

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Scottish Water

No objections

## **4.0 Representation Summary**

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4.1 There were no representations received with regards to this application.

## **5.0 Conclusions**

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The proposal is considered to be acceptable in meeting the terms of the National Guidance, Development Plan and relevant Fife Council Planning Customer Guidelines. The proposal is compatible with its surrounds in terms of form, scale, design, choice of materials; would not cause any detrimental visual impact to the surrounding properties.

## 6.0 Recommendation

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It is accordingly recommended that the application be approved subject to the following condition and reason:

### **CONDITION:**

1. The development to which this permission relates must be commenced no later than 3 years from the date of this permission.

Reason: In order to comply with the provisions of Section 58 of the Town and Country Planning (Scotland) Act 1997, as amended by Section 32 of The Planning (Scotland) Act 2019.

## 7.0 Background Papers

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In addition to the application the following documents, guidance notes and policy documents form the background papers to this report.

[National Planning Framework 4 \(2023\)](#)

[FIFEplan Local Development Plan \(2017\)](#)

[Planning Guidance](#)

National guidance -

National Planning Framework 4 (Approved February 2023)

Development Plan -

Adopted FIFEplan Development Plan (2017)

Other Guidance -

Fife Council's Planning Customer Guidelines on Home Extensions (including conservatories and garages) (2016)

Fife Council's Planning Customer Guidelines on Daylight and Sunlight (2022)

Fife Council's Planning Customer Guidelines on Garden Ground (2016)

BRE's Site Layout Planning for Daylight and Sunlight: a guide to good practice (2011)

Report prepared by Manasa Kappadi Channabasavaiah

Report reviewed and agreed by Alastair Hamilton, Service Manager (Committee Lead) 3/2/25.

Committee Date: 12 February 2025

Agenda Item No. 6

**Application for Full Planning Permission**

**Ref: 24/01711/FULL**

**Site Address: Feddinch Mains Feddinch St Andrews**

**Proposal: Formation of golf course with driving range, erection of clubhouse, spa and holiday accommodation, gatehouse and agronomy and maintenance buildings (sui generis) including conversion of farmhouse/steading (Class 9) to mixed use events space (Class 11) with access, car parking and ancillary support buildings and associated landscaping, drainage and renewable technology infrastructure**

**Applicant: A&M Fife Limited, C/o Shepherd & Wedderburn LLP 9 Haymarket Square**

**Date Registered: 28 August 2024**

**Case Officer: Chris Smith**

**Wards Affected: W5R19: East Neuk And Landward**

### Reasons for Referral to Committee

This application requires to be considered by the Committee because the application is for a Major Development in terms of the Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009; there are 6 or more objections to the proposal; and as the application relates to a development at Feddinch Golf Course it requires a committee decision as agreed under previously approved Committee Action Points/Standing Orders covering the North East Fife area.

### Summary Recommendation

The application is recommended for: Conditional Approval

## 1.0 Background

Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017).

National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter

providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan.

The SESplan and TAYplan Strategic Development Plans and any supplementary guidance issued in connection with them cease to have effect and no longer form part of the Development Plan. In the context of the material considerations relevant to this application there are no areas of conflict between the overarching policy provisions of the now adopted NPF4 and the adopted FIFEplan LDP 2017.

1.1.1 The proposed site (approximately 97 hectares in size) is located in the countryside near Feddinch Mains to the southwest of the town of St Andrews; as defined in the Adopted FIFEplan – Fife Local Development Plan (2017). The site is located between the A915 public road (Largoward to St Andrews to the east of the site) and Mount Melville/Craigtoun Park to the west; and to the south of Cairnsmill Caravan site. The topography of the site ranges from its highest point, approximately 147m Above Ordnance Datum along the south-western corner of the site to the north-western corner sitting at approximately 60m AOD. The site was originally agricultural in nature, but work started in terms of forming a previously approved golf course. In effect the site has a recognised land use as a golf course. Surrounding land uses are predominantly agricultural in nature with isolated residential properties and some leisure activity sites.

1.1.2 The site is not within a protected area for European/national natural heritage or covered by any nationally important landscape area but part of the western edge of the application site overlaps with the Dukes Golf Course Local Wildlife/Local Nature Conservation Site (LNCS Reference WS30) and is located adjacent to WS58 Lumbo Den LNCS. The site is also outwith any identified 'sensitive' area; as defined in Regulation 2(i) of the 2017 EIA Regulations. In terms of landscape area(s) the site is located within the NatureScot (previously Scottish Natural Heritage) defined 'Lowland Hills & Valleys' landscape character type and adjacent to the 'Coastal Terrace' landscape type; neither of which are noted as nationally important types but are locally and form part of the contribution to the wider (FIFEplan defined) 'St Andrews Greenbelt'. The site also lies directly to the south and east of the 'Craigtoun Local Landscape Area'. The site is also located close to (and again in the north-western corner immediately adjacent to) the Historic Environment Scotland designated 'Craigtoun Garden and Designed Landscape'. Nearby trees are also noted as components of the 'Fife Woodland and Broadleaved Integrated Habitat Networks' (IHNs) and aspects of the western and southern woodland areas nearby are listed on the 'Ancient Woodland Inventory' (AWI) and 'Ancient Broadleaved Inventory' (IHN). A large section of the site is also noted as being part of the wider 'Dukes Golf Course Green and Blue Network and Ecosystem' asset (GNA00406).

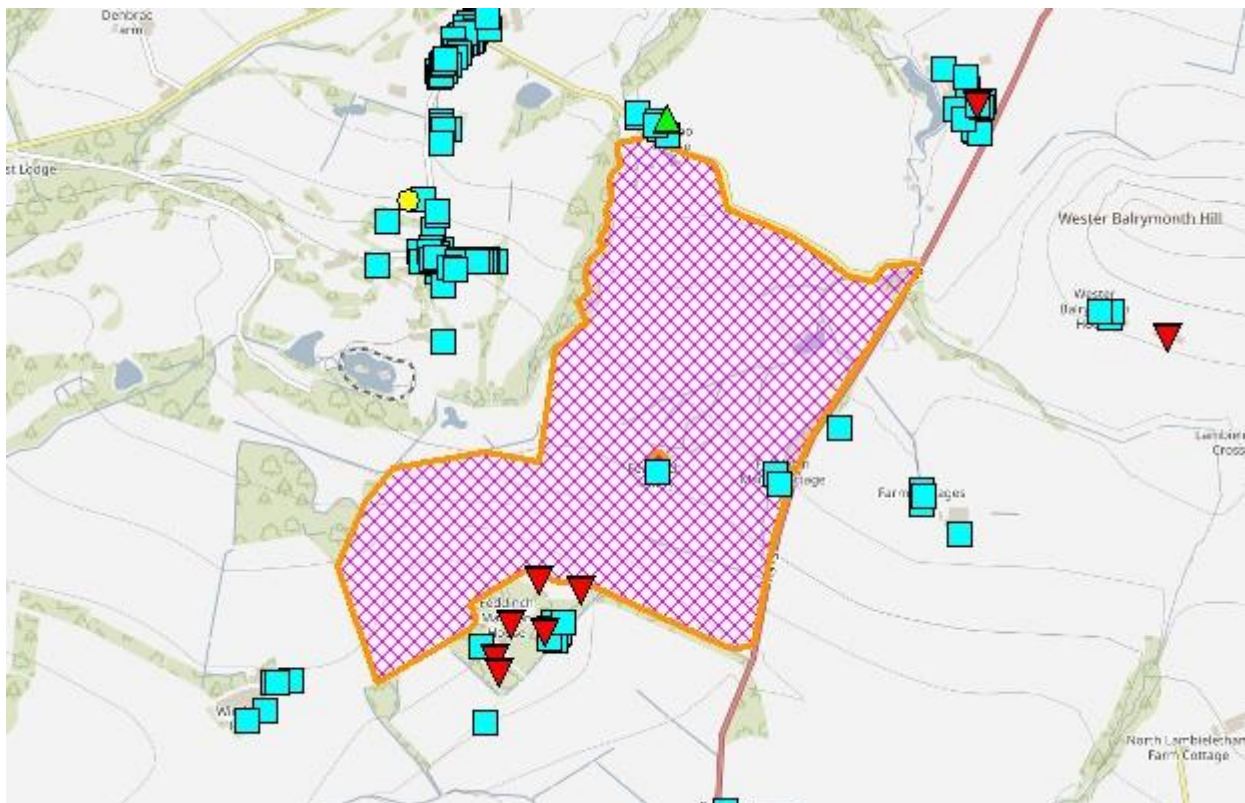
1.1.3 Adjacent land uses include residential properties of which the closest are Feddinch Mains Cottages and the properties within the grounds of Feddinch Mansion House (due south) where the closest are located the other side of the mutual site boundary and within approximately 20-30 metres and they are known as the Folly and Birk Knowe). The majority of the Feddinch properties have mature trees on their outer boundaries although some have cleared sections to take advantage of more distant views. Other third party residential properties are also noted within 260 to 380 metres of the course mutual boundary within the Craigtoun Park area to the west/north western direction of the wider site boundary). In terms of the closest non-residential uses (the leisure/tourism elements) Cairnsmill Caravan site is located approximately 250 meters from the proposed maintenance compound (north east corner of the wider site).

1.1.4 Members should note that Fife Council as Local Authority also has a small land interest along part of the western edge of the A915 public road and the site as well as a small triangular parcel of land at the south-western corner of the A915-Lumbo Den junction near the southern end of Cairnsmill Caravan Park. The ownership interest is noted primarily for transport related

improvements. In terms of the proposal itself, these areas of land interest relate to some landscaping and boundary improvements.

1.1.5 In terms of protected built heritage interests, the 2-storey stone wall and slate roofed Feddinch Mains Farmhouse ('B' Listed) is located within the site and to the east (and located outwith the site boundary) lies the 'C' listed Feddinch Mains Cottages whilst the 'C' listed Craigtoun Park Walled Garden, 'B' Listed Lodge Park Cottage, 'C' Listed Craigtoun Dutch Village are also located nearby to the west/north-west and further afield lie the 'B' listed Mount Melville and Craigtoun House built heritage assets. Feddinch Mansion House to the south-south-west is also 'C' listed and is located fairly centrally within the existing wooded cluster surrounding that residential development. The listed farmhouse and adjacent steading also includes later extensions and outbuildings including silos, all of which are proposed to be removed. The steading has a mix of random rubble natural stone as well as later red brick walls and pitched/hipped natural slate and corrugated sheet roofing. The listed built heritage assets within the site are proposed to be retained, renovated and reused as a central aspect of the golf course facility (and would include the farmhouse and adjacent steading). The site lies close to recorded Core Paths (R020 and R021) and the Pilgrim Way to the north/north-western site boundaries. In terms of land quality, it is noted that there is a very small, localised area of potential former infilled quarry land next to the Lumbo road (U056) and part of the northern half of the site is defined as 'Low Risk' land; as defined by The Coal Authority, whilst the north western corner lies within a 'High Risk' zone. The inland site lies outwith SEPA's fluvial flood risk zone, but it is noted that there is some localised flooding recorded on or near the public roads as well as along the fringes of Cairnsmill Burn to the north east of the northern tip of the wider site.

#### 1.1.6 LOCATION PLAN



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## 1.2 The Proposed Development

The proposal seeks full planning permission for the completion/formation of an 18-hole golf course with driving range, erection of clubhouse, spa and holiday accommodation rooms as well as cottage type lodges, entrance gatehouse and agronomy and maintenance buildings (sui generis). The proposals also include the conversion of existing farmhouse/steading (Class 9) to a mixed use events space (Class 11) with access, car parking and ancillary support buildings and associated landscaping, drainage and renewable technology infrastructure. The 'formation' of a new golf course layout involves the renovation of previously developed holes which were left unfinished during the previous construction works which failed to be completed for various non planning reasons.

1.2.1 The key components of the proposed scheme include:-

- (a) 18-hole golf course – with mix of specific course grasses/vegetation; range of tee-off markers; fairways; greens and intervening soft landscape and vegetation. The facility would be for members and non-members.
- (b) Par 3 short course – mix of grasses; range of tee-off markers and greens.
- (c) Driving range and facility building – Facility to provide 12 external practice bays and 2 indoor bays with simulators. Associated building is a modern style single storey detached building with hipped and flat roof measuring approximately 17 metres long, by 17m wide and 6m to the highest roof ridge point. Internally there would be office, lounge area, external seating area as well as ancillary support rooms/stores. External finishes include dark/black coloured timber and aluminium cladding.

*Elements (d), (e) and (f) are linked physically but the component parts are as follows:-*

- (d) Clubhouse/Pro Shop/Bar/Restaurant – Approximately 82metres at its longest by 45m at its widest and 15m at its highest. Facilities within this element include a golf pro shop, bar, restaurant, dining areas, kitchen (with support areas and stores), lounge/seating areas, golf locker rooms, stores and workshop, administrative and operation related rooms, plant rooms, welfare facilities, reception and concierge services, luggage stores etc. all of which would be linked to the accommodation element via a central 'Great Hall' feature. At basement level the support and ancillary operational aspects would be accommodated such as golf cart garage, stores, changing rooms and lockers, kitchen prep and stores, refuse collection, staff welfare facilities service yard and further stores and plant with further en-suite bedroom accommodation accommodated on the course side of this wing. Typical external finishes include a mix of flat and pitched natural slate or zinc roofs, timber panelling, granite, copper and zinc detailing, some slate roofing, shuttered concrete features and some drystone boundary walls. The footprints as well as the roof styles are mixed and stepped to add architectural/design interest as well as reduce the potential visual massing/impact, which also accounts for the structure being set into the existing hill slope.
- (e) Accommodation – This aspect of the main building (located between (d) and (f)) is of a typically 3-storey stepped contemporary style and is approximately 145m long by between 16 to 20m wide by 8m high) with the basement level set into the hill side. The accommodation wing also has a stepped footprint layout and would be externally finished in a range of finishes such a mix of flat 'green' roofs, timber panelling, granite, copper and zinc detailing, shuttered concrete features and some drystone boundary walls. This element of the main building includes 58 en-suite bedrooms and 2 suites as well as housekeeping facilities/stores. Again, the stepped building outline, design and engineering solutions proposed are the same as outlined in (d) and for the same reasons.
- (f) Spa and Leisure facilities – Mix of single and 2 storey stepped contemporary architectural style facility with modern glazing. The stepped footprint of this part of the larger linked main facility building is approximately 58 metres long and 29m wide and up to 10m high although it should be noted the footprint is also stepped so these are dimensions at the widest etc. Typical external finishes include a mix of flat 'green' and standing seam roofs, low angled inverted



cantilever style/lean too roofs, timber panelling, granite, copper and zinc, some slate roofing, shuttered concrete features and some drystone boundary walls. Facilities on offer include treatment rooms, spa pool, sauna, thermal rooms, gyms, garden areas, refreshment and welfare areas as well as admin and operational aspects. It should also be noted that the main spa facilities is linked to a smaller thermal and spa pool structure (via a glazed link) and this stand-alone spa element measures approximately 26m by 14m by 6.5m high at the tallest part of the inverted cantilever style roof. Again, the stepped building outline, design and engineering solutions proposed are the same as outlined in (d) and for the same reasons.

(g) 6 detached guest cottages/lodges - Contemporary in style, single storey 4-bedroom units made up of smaller built components linked by small flat roofed elements. Overall dimensions at maximum are approximately 30 metres long, 15 to 17m wide, and 7.5m to the tallest roof ridge element. External finishes include red and dark grey metal profiled pitched roofs, flat/lean-too turf roofs, metal/timber mix of cladding on walls along with zinc and natural stone elements; modern glazing.

(h) Half Way House facilities – Conversion/renovation/rebuild of a traditional 'B' listed farmhouse (measuring approximately 14 metres long by 8m wide to 9.5m at roof ridge level) would include the renovated side extension (measuring approximately 9.5m long by 5m by m high) of which both would be linked to the stepped converted farm steading (bothy) element via a single storey glazed link itself measuring approximately 3 metres high. The converted traditional single storey bothy/steading element (measuring approximately 37 metres by 18m wide by between 6 and 6.2m to highest roof ridge level) would provide bar/kitchen and seating for consuming refreshments. Other facilities include office/admin, stores, welfare facilities and events space area(s) both internally as well as within the external courtyard area. The steading would be linked to a 30 metres by 20m courtyard area with stand-alone single storey store building measuring approximately 17m x 5m by 4m high). The external finishes consist of typically reused and new natural stone walls, natural slate roof with some elements in timber, glazed rooflights; traditional and modern glazing; zinc and black galvanised steel. A glazed canopy lean too would provide golf cart cover.

(i) Gatehouse – Single storey detached building with pitched (natural slate) and (zinc) lean-to roofs measuring approximately 9 metres in length, 6.5m in width and 4.5m to the main roof ridge. Walls constructed of sandstone with timber gates and random rubble boundary walls; modern glazing; stone quoins and chimney features.

(j) Agronomy / Maintenance / Store facilities – The agronomy facility would be single storey in height with a low profile pitched roof (with solar PV units) in an agricultural shed style format externally finished with a mix of black profile metal and dark/black timber cladding and modern doors and windows. Approximate measurements are 80 metres long, 32m wide, and 6.5m to the roof ridge level. The maintenance building would be a mix of single and 2-storey in height with a contemporary style externally finished in similar finishes to the agronomy building and would be approximately 70 metres long, 60m wide and 8.5m at its maximum roof ridge height. These buildings would provide facilities for course and facility maintenance; storage; laundry; operational vehicle storage; workshops; administration/offices; food and drink stores; staff welfare facilities; and external to the main buildings there would be a materials store; vehicle fuelling and washing facilities; plant and delivery facilities; external staff parking/charging. Although linked to the internal access road network these facilities would have their own 2-lane direct access onto the adjacent A915 public road.

(k) Other ancillary elements –

-new access road and junction on to A915 (with the associated Gatehouse).

-irrigation/wetland features and SUDS ponds.

-internal access/maintenance roads -

-soft and hard landscaping.

-bothy and standard style unisex WC facilities (timber and aluminium clad single storey structures (3.7 metres x 2.4m and 3m high) with the course facility including a turf lean-too roof

(7.5m long x 3m wide and 4m at the highest point) with the addition of a small bothy room and honesty bar/snack facility.

Members should note that design changes were made to d), e), f) and g) in December 2024 and all relevant consultees, notified neighbours and other interested parties were notified of this and further consultation time was provided.

1.2.2 The approximate area (in hectares) and percentage of the overall site make up for each of the key components (including ancillary/service areas surrounding each element) is as follows:-

In terms of scale of the key component parts of the whole site total which measures approximately 98ha (100%) the following apply:-

- a) 18-hole course - 57ha (58.2%)
- b) 3-par short course - 6.7ha (6.8%)
- c) Driving range - 2.8ha (2.9%)
- d) e) f) Clubhouse/Pro shop/Bar and Restaurant/Accommodation/Spa and Leisure/Administration etc. - 1.1ha (1.1%)
- g) Guest cottages/Lodges – 0.5ha (0.5%)
- h) Half-way House - 0.5ha (0.5%)
- j) Agronomy/Maintenance/Store Facilities – 2.2ha (2.2%)
- i) and k) Other ancillary elements including gatehouse, non-course landscaping, service roads, buffer zones and other ancillary elements not listed above – 27.2ha (27.8%)

Totals – Built development approximately 4.3ha (or 4.4% of the whole site) / unbuilt 93.7ha (95.6%).

1.2.3 Members should note that the applicants have other golf resort developments in both Ireland and New Mexico (having developed them from the start) and their experience from those projects has helped inform the design as well as the operational aspects proposed.

1.2.4 In terms of operational periods, it is proposed that the golf course would be operated on a seasonal basis between April/May and October and it is anticipated approximately 10,000 rounds per season would be played. Outwith the season, the course and accommodation would continue to be maintained albeit staff levels would be adjusted accordingly. Average stay lengths are anticipated to be between 3-5 nights. In terms of membership this is still being outlined but will likely be an open membership for prospective members globally. It is proposed to be a member/non-member club.

### 1.3 Relevant Planning History

**03/03525/EEIA** - Outline planning application to form private golf course (incorporating ponds and wetlands), erect clubhouse with 40 two-bedroom suites and greenkeeper's store, demolish existing steading, form vehicle access/car parking (resubmission). Granted conditional approval subject to signing of a Legal Agreement by the then Members of the East Area Development Committee on the 30<sup>th</sup> March 2004. Decision notice issued on the 23<sup>rd</sup> December 2004 following conclusion of the Legal Agreement.

**05/00471/EARM** - Reserved matters application for the formation of golf course, ponds and wetlands; greenkeeper's facility; new vehicle access; car parking and landscaping. Granted conditional approval by the then Members of the East Area Development Committee on the 7<sup>th</sup> June 2015 and decision notice issued on the 9<sup>th</sup> June 2005.

**08/03543/FULL** – Reconsideration of Condition 2 to extend time period to 18 months for submission of reserved matters in respect of planning application 03/03525/EEIA – Refused 17<sup>th</sup> February 2011

**10/01522/FULL** - Construction of new access road and parking area – Deemed Permitted Development in August 2010.

**11/04234/SCR** - Request for screening for the erection of a golf clubhouse with spa including the demolition of the farm buildings and the retention and reuse of the farmhouse – EIA Deemed Not Required 4<sup>th</sup> November 2012

**11/06152/FULL** - Erection of new golf clubhouse (incorporating restaurant, 41 accommodation rooms and shop), change of use of and alterations to farmhouse and boundary walls to form associated spa facilities, renewable energy plant, landscaping, car park re-modelling and demolition of the farm steading – Withdrawn 19<sup>th</sup> December 2011

**11/06267/LBC** - Listed building consent for alterations to farmhouse to form associated spa facilities, landscaping and renewable energy plant, and demolition of the farm steading with car park re-modelling – Withdrawn 19<sup>th</sup> December 2011

**11/06378/FULL** - Erection of golf clubhouse (incorporating restaurant, 41 accommodation rooms and shop), demolition of farm steading buildings, landscaping, car park, re-modelling and renewable energy plant. Applicant lodged an appeal to the Directorate of Planning and Environmental Appeals Division (DPEA) (Appeal Reference Number PPA/250/2126) in July 2012 on the basis that the application had not been determined within the statutory time period. The deemed refusal appeal was upheld by the Reporter on the 11<sup>th</sup> February 2013 and conditional approval was granted subject to a revised Legal Agreement.

**In May 2011**, a report was presented to the North East Fife Area Committee confirming that the golf course had planning permission and could proceed. Any additional buildings however would need to be the subject of new applications for detailed planning permission.

**11/06386/FULL** - Change of use, alterations and extension to farmhouse to form spa facilities associated with golf course and clubhouse. Applicant lodged appeal to DPEA on basis of non-determination (Appeal Ref PPA-250-2127) and appeals dismissed on 1<sup>st</sup> October 2012.

**11/06417/LBC** - Listed building consent for alterations and extension to farmhouse to form spa facilities associated with golf course and clubhouse. Applicant lodged appeal to DPEA on basis of non-determination (Appeal Ref LBA-250-2003) and appeals dismissed on 1<sup>st</sup> October 2012.

**13/03706/FULL** - Formation of service yard including plant and machinery enclosure to serve golf course complex. Applicant lodged an appeal to the DPEA (Appeal Reference Number PPA/250/2188) in April 2014 on the basis that the application was a deemed refusal following the non-determination of the application within the statutory time period. As part of the appeal process and in order to defend the appeal itself, a report was put before Members of the North East Planning Committee on the 4<sup>th</sup> June 2014. Committee Members concurred with the officer report and recommendation that the proposal should be granted subject to the inclusion of 4 conditions. The deemed refusal appeal was upheld by the Reporter on the 19<sup>th</sup> September 2014 and conditional approval was granted subject to a minor rewording of the recommended conditions.

**13/03414/FULL** – Erection of golf course maintenance buildings including laundry, material storage, buggy store, and biomass heating plant; formation of car park and access onto A915 and; access route (pipeline) linking maintenance area to golf club building was conditionally approved by Members of the North East Fife Planning Committee on the 10<sup>th</sup> September 2014.

**14/00686/FULL** and **14/00687/LBC** to alter and extend Feddinch Mains Farmhouse for residential were withdrawn on 6<sup>th</sup> June 2014.

**15/02157/OBL** and **15/02648/OBL** to vary the terms of the legal agreements associated with permissions 03/03525/EEIA and 11/03678/FULL to amend lorry movement limits were withdrawn on 17<sup>th</sup> July and 12<sup>th</sup> October 2015, respectively.

**15/02681/OBL** - Modification of Clause 5 of planning obligation 11/06378/FULL – Withdrawn 12<sup>th</sup> October 2015.

**16/00127/FULL** - Renewal of 11/06378/FULL to erect the golf clubhouse etc. Applicant lodged an appeal to the DPEA (Appeal Reference Number PPA/250/2259) in April 2016 on the basis that the application had not been determined within the statutory time period. The deemed refusal appeal was upheld by the Reporter on the 12<sup>th</sup> January 2017 and conditional approval was granted.

**17/02810/FULL** – Formation of service yard including plant and machinery enclosure to serve the golf course complex (renewal of planning permission 13/03706/FULL) was granted conditional approval on 6<sup>th</sup> February 2018.

**24/00253/PAN** - Proposal of Application Notice for proposed golf course and related development including club house, accommodation and associated facilities, access, parking, landscaping and ancillary works – PAN notice arrangements agreed 7<sup>th</sup> February 2024.

**24/00267/SCR** - Screening Opinion for proposed golf course (mostly complete) and related development including club house, accommodation and associated facilities, access, parking, landscaping and ancillary works – EIA Not Required – 22<sup>nd</sup> March 2024.

**24/01716/FULL** - Erection of agronomy building (sui generis) including formation of access, car parking and ancillary support buildings with associated landscaping, drainage and renewable technology infrastructure. Included on this agenda for Members consideration.

**24/01717/FULL** - Change of use of farmhouse and steading to mixed use events space (Class 11) including replacement roofing and windows, installation of rooflights, chimney and wall cladding, formation of new windows and doors, erection of extension and canopy features (part demolition). Included on this agenda for Members consideration.

**24/01719/LBC** - Listed building consent for internal and external works to reconfigure layout including replacement roofing and windows, installation of rooflights and chimney and wall cladding, formation of new windows and doors, erection of extensions and canopy features and associated downtakings and part demolition. Included on this agenda for Members consideration.

## **1.4 Application Procedures**

1.4.1 Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017). Under Section 59(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should have special regard to the desirability of preserving a Listed Building or its setting or any features of special architectural or historic interest which it possesses.

1.4.2 This is a Major application, as defined in the Town & Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009, as the development (9 – Other Development) would exceed the area of site threshold of 2 hectares.

1.4.3 As Fife Council has a very small land interest consideration needs to be had to The Town and Country Planning (Notification of Applications) (Scotland) Direction 2009 (as per the advice contained within Circular 3/2009) which states that where the Local Authority (i.e. Fife Council) has an interest in an application as applicant or landowner or where the Council has a financial interest in the proposed development, the Scottish Ministers must be notified of the application before planning permission is granted but only where the development is considered to be significantly contrary to the Development Plan. Such a procedure allows Ministers to consider whether any possible conflicts of interest may have unduly influenced the planning authority, or have made it difficult for the authority to retain an impartial view of the merits of the proposed development. The Direction also advises that planning authorities are not required to inform objectors of their intention to grant planning permission or advise them of their reasons for doing so, nor does it require an authority to invite further comment prior to notifying Ministers. In this

instance the proposed development is not considered to be significantly contrary to the Development Plan and therefore, if approved, the application should not be referred to Scottish Ministers but can be determined by the Council and the decision notice issued.

1.4.4 With regards to engaging with the local community, the applicant's agents have held a series of widely publicised local public meetings at Craigtoun Café, Craigtoun Country Park, St Andrews on 5<sup>th</sup> March and 16<sup>th</sup> April 2024 prior to submitting their application. 91 and 40 visitors (including a representative of some community groups) respectively attended these two events. The applicant's agents have also carried out pre-application scoping consultations with key statutory and non-statutory stakeholders - the full details of these consultation processes are outlined in their submitted Pre-application Consultation Report (PAC) dated July 2024. Fife Council advised the applicant's agent on 7<sup>th</sup> February 2024 that the intended methods and arrangements were acceptable and complied with the requirements for the PAC process; as defined in The Town & Country Planning (Scotland) Act 1997 as amended; as well as The Town & Country (Development Management Procedure) (Scotland) Regulations 2013. Planning Circular 3/2013, PAN 3/2010 on Community Engagement (2010) provide further guidance and advice on the PAC and general consultation requirements. The applicant's agent conducted these formal pre-application consultation exercises as required by the above PAN and through the required PAC process. The submitted post event(s) report is detailed and informative and is considered to exceed the national guidance standards expected of PAC report submissions.

1.4.5 The proposal has been advertised in The Courier and Advertiser (5<sup>th</sup> September 2024 edition) as being a proposal that could be potentially Contrary to the Development Plan. All neighbours (including those up to 500 metres) from the site boundary (as opposed to limiting the notifications to the standard required 20 metres) were notified on the 28<sup>th</sup> August 2024. Members should note that following the recent amendments to the proposal a new advert was placed in The Courier (19<sup>th</sup> December 2024) and notifiable neighbours as well as those who previously made representations were also renotified on the 16<sup>th</sup> December 2024; for which an overall expiry date for any further written representations; renotification responses and advertisements was the 9<sup>th</sup> January 2025. A related site notice for a development which could affect the Setting of a Listed Building was also erected on site on the 6<sup>th</sup> September 2024.

1.4.6 Site visits have been undertaken on the 8<sup>th</sup> September 2023 and 16<sup>th</sup> April 2024 with minor follow ups thereafter by Planning Service's Lead Officer (North). Further to these in person visits, collated digital information to allow the full consideration and assessment of the application has also been submitted by the applicant as well as being independently captured by Council officers. The following additional evidence was also used to inform the assessment of this proposal and includes:-

- Fife Council commissioned drone footage (November 2024).
- Google imagery (including Google Street View and Google satellite imagery); and
- GIS mapping software.

## **1.5 Environmental Impact Assessment Screening Opinion**

1.5.1 In terms of Environmental Impact Assessment (EIA) requirements/status, the application falls within Schedule 2 to the Environmental Impact Assessment (Scotland) Regulations 2017 relating to a '*Golf courses and associated developments*' where the area of development would exceed 1 hectare (Schedule 2 (12) (f)) and also falls under Schedule 2 (12) (c) relating to '*Holiday villages and hotel complexes outside urban areas and associated developments*'. Screening is required where the site exceeds 1ha and 0.5ha, respectively. As such the applicant's submitted an EIA Screening Request in January 2024 (24/00267/SCR). The conclusion of the request was that a future application of this scale and nature would not require to be assessed under the Environmental Impact Assessment Regulations. The original wider development was subject to the EIA process and therefore this new proposal may be considered to be a 'change to' or 'extension of' a development that was subject to the EIA process. As such it is appropriate to consider Part 13 of Schedule 2 which is

specifically aimed at proposals to change or extend developments within the rest of the development types outlined in Schedule 2.

1.5.2 Part 13 of Schedule 2 applies to *'Any change to or extension of development of a description mentioned in paragraphs 1 to 12 of Schedule 2 of the (EIA) Regulations...where that development is already authorised, executed or in the process of being executed.'* The outline permission was granted in 2005 and the time period for reserved matters (now matters reserved by condition) ended in 2008 (although this period was extended). Only the golf course, access and parking were granted permission in that period. The outline no longer directly authorises the submission of an application for matters reserved by condition for the club house proposal (including bedspace accommodation etc). The outline permission however has not lapsed as other matters were approved and commenced. The EIA accompanying the previous outline application included a clubhouse development which made provision for letting rooms/overnight accommodation within the clubhouse. The development proposals envisaged the inclusion of 'overnight accommodation' and 'leisure facilities' on site and this was referred to in the Report of Handling for that application and within a condition on that permission. The development in this instance is therefore a "change or extension" to a development but one which is not "already authorised" yet one where an extant outline permission remains relevant. The development should therefore be screened for EIA.

1.5.3 The area of this development site remains within the broadly similar, previously approved site boundary; the built elements (same land use types previously approved) would equate to approximately 4.4% of the overall sites area (including footprints and land immediately surrounding buildings/service areas etc); the site since previously subjected to an EIA application has not in the intervening period resulted in any protected species, habitats, or defined sensitive sites added since and although the EIA Regulations were updated in 2017 (to comply with a change in the European Union Directive in 2014 (2014/52/EU)) this related to key changes such as in terminology; new information requirements falling to developers; the introduction of statutory provisions on the co-ordination of EIA and Habitat Regulations Appraisals; statutory provision on use of competent experts in preparing EIA Reports; ensuring competent authorities (such as local authorities) having access to sufficient expertise to examine EIA Reports; a new requirement to consider appropriateness to require monitoring of significant effects; changes to decision notice information; and the introduction of certain penalties. Key is that these 2017 amendments noted above did not relate to any aspects of the assessment regarding changes to the Schedule 2 development types; assessments; or thresholds which concluded previously that no further EIA was required. Ultimately, the proposal if approved, is not considered to be significant in EIA terms and thus was not deemed to require to go through the EIA process beyond the recent Screening process. It is however important to stress that although it was considered unnecessary to be subject to an EIA that does not lessen the importance of environmental and ecological related considerations and subsequently these are assessed later in this report.

## **1.6 Relevant Policies**

### **National Planning Framework 4 (2023)**

Policy 1: Tackling the climate and nature crises

To encourage, promote and facilitate development that addresses the global climate emergency and nature crisis.

Policy 2: Climate mitigation and adaptation

To encourage, promote and facilitate development that minimises emissions and adapts to the current and future impacts of climate change.

Policy 3: Biodiversity

To protect biodiversity, reverse biodiversity loss, deliver positive effects from development and strengthen nature networks.

#### Policy 4: Natural places

To protect, restore and enhance natural assets making best use of nature-based solutions.

#### Policy 5: Soils

To protect carbon-rich soils, restore peatlands and minimise disturbance to soils from development.

#### Policy 6: Forestry, woodland and trees

To protect and expand forests, woodland and trees.

#### Policy 7: Historic assets and places

To protect and enhance historic environment assets and places, and to enable positive change as a catalyst for the regeneration of places.

#### Policy 8: Green belts

To encourage, promote and facilitate compact urban growth and use the land around our towns and cities sustainably.

#### Policy 9: Brownfield, vacant and derelict land

and empty buildings

To encourage, promote and facilitate the reuse of brownfield, vacant and derelict land and empty buildings, and to help reduce the need for greenfield development.

#### Policy 11: Energy

To encourage, promote and facilitate all forms of renewable energy development onshore and offshore. This includes energy generation, storage, new and replacement transmission and distribution infrastructure and emerging low-carbon and zero emissions technologies including hydrogen and carbon capture utilisation and storage (CCUS).

#### Policy 12: Zero Waste

To encourage, promote and facilitate development that is consistent with the waste hierarchy.

#### Policy 13: Sustainable transport

To encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably.

#### Policy 14: Design, quality and place

To encourage, promote and facilitate well designed development that makes successful places by taking a design-led approach and applying the Place Principle.

#### Policy 15: Local Living and 20 minute

neighbourhoods

To encourage, promote and facilitate the application of the Place Principle and create connected and compact neighbourhoods where people can meet the majority of their daily needs within a reasonable distance of their home, preferably by walking, wheeling or cycling or using sustainable transport options.

#### Policy 18: Infrastructure first

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

#### Policy 19: Heat and cooling

To encourage, promote and facilitate development that supports decarbonised solutions to heat and cooling demand and ensure adaptation to more extreme temperatures.

Policy 20: Blue and green infrastructure

To protect and enhance blue and green infrastructure and their networks

Policy 21: Play, recreation and sport

To encourage, promote and facilitate spaces and opportunities for play, recreation and sport.

Policy 22: Flood risk and water management

To strengthen resilience to flood risk by promoting avoidance as a first principle and reducing the vulnerability of existing and future development to flooding.

Policy 23: Health and safety

To protect people and places from environmental harm, mitigate risks arising from safety hazards and encourage, promote and facilitate development that improves health and wellbeing.

Policy 25: Community wealth building

To encourage, promote and facilitate a new strategic approach to economic development that also provides a practical model for building a wellbeing economy at local, regional and national levels.

Policy 26: Business and industry

To encourage, promote and facilitate business and industry uses and to enable alternative ways of working such as home working, live-work units and micro-businesses

Policy 29: Rural development

To encourage rural economic activity, innovation and diversification whilst ensuring that the distinctive character of the rural area and the service function of small towns, natural assets and cultural heritage are safeguarded and enhanced.

Policy 30: Tourism

To encourage, promote and facilitate sustainable tourism development which benefits local people, is consistent with our net zero and nature commitments, and inspires people to visit Scotland.

### **Adopted FIFEplan (2017)**

Policy 1: Development Principles

Development proposals will be supported if they conform to relevant Development Plan policies and proposals, and address their individual and cumulative impacts.

Policy 3: Infrastructure and Services

Outcomes: New development is accompanied, on a proportionate basis, by the site and community infrastructure necessary as a result of the development so that communities function sustainably without creating an unreasonable impact on the public purse or existing services.

Policy 4: Planning Obligations

Outcomes: New development provides for additional capacity or improvements in existing infrastructure to avoid a net loss in infrastructure capacity.

Policy 7: Development in the Countryside

Outcome: A rural environment and economy which has prosperous and sustainable communities and businesses whilst protecting and enhancing environmental quality.

Policy 9: Green Belt



Outcome: Development in the Dunfermline and St Andrews Green Belts is managed to protect and enhance these towns' respective character, landscape settings, and identities.

Policy 10: Amenity

Outcome: Places in which people feel their environment offers them a good quality of life.

Policy 11: Low Carbon Fife

Outcome: Fife Council contributes to the Climate Change (Scotland) Act 2009 target of reducing greenhouse gas emissions by at least 80% by 2050. Energy resources are harnessed in appropriate locations and in a manner where the environmental and cumulative impacts are within acceptable limits.

Policy 12: Flooding and the Water Environment

Outcome: Flood risk and surface drainage is managed to avoid or reduce the potential for surface water flooding. The functional floodplain is safeguarded. The quality of the water environment is improved.

Policy 13: Natural Environment and Access

Outcomes: Fife's environmental assets are maintained and enhanced; Green networks are developed across Fife; Biodiversity in the wider environment is enhanced and pressure on ecosystems reduced enabling them to more easily respond to change; Fife's natural environment is enjoyed by residents and visitors.

Policy 14: Built and Historic Environment

Outcomes: Better quality places across Fife from new, good quality development and in which environmental assets are maintained, and Fife's built and cultural heritage contributes to the environment enjoyed by residents and visitors.

## **National Guidance and Legislation**

The Town & Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009

The Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations (2017)

EU Directive 2000/60/EC (Water Directive Framework)

Water Environment and Water Services Act (Scotland) 2003

Water Environment (Controlled Activities) (Scotland) Regulations 2011

Circular 4/1998 The Use of Conditions in Planning Permissions (1998)

Circular 7/2007 Consultation on and Notification of Planning Applications for Outdoor Sports Facilities and Open Space (2007)

Circular 5/2009 Hierarchy of Developments (2009)

Circular 3/2012 Planning Obligations and Good Neighbour Agreements (2012)

Circular 3/2013 Development Management Procedures (2015)

PAN 33 Development of Contaminated Land (Revised 2000)

PAN 43 Golf Courses and Associated Development (1994)

PAN 47 Community Councils and Planning (1996)

PAN 51 Planning, Environmental Protection and Regulation (Revised 2006)

PAN 60 Planning for Natural Heritage (2000)

PAN 61 Planning and Sustainable Urban Drainage Systems (2001)

PAN 68 Design Statements (2003)

Scottish Government Online Planning Advice Note on Flood Risk (2015 version)  
PAN 73 Rural Diversification (2005)  
PAN 75 Planning for Transport (2005)  
PAN 78 Inclusive Design (2006)  
PAN 79 Water and Drainage (2006)  
PAN 3/2010 Community Engagement (2010)  
PAN 1/2011 Planning & Noise (2011)  
PAN 2/2011 Planning & Archaeology (2011)  
Historic Environment Scotland – Policy Statement (2016)  
Historic Environment Scotland – Managing Change : Use and Adaptation of Listed Buildings (2019)  
Creating Places: A Policy Statement on Architecture and Place for Scotland (2013)  
Designing Streets: A Policy Statement for Scotland (2010)  
Climate Change (Scotland) Act 2009  
Low Carbon Scotland: Meeting the Emissions Reductions Targets 2013-2027  
Flood Risk Management (Scotland) Act 2009  
Flood Risk Management (Flood Protection Schemes, Potentially Vulnerable Areas and Local Plan Districts) (Scotland) Regulations 2010

### **Supplementary Guidance**

-Supplementary Guidance: Low Carbon Fife (2019)

-Low Carbon Fife Supplementary Planning Guidance provides guidance on:-assessing low carbon energy applications; demonstrating compliance with CO2 emissions reduction targets and district heating requirements; requirements for air quality assessments.

-Supplementary Guidance: Making Fife's Places (2018)

Making Fife's Places Supplementary Guidance sets out Fife Council's expectations for the design of development in Fife.

-Developing Brownfield Sites (2018)

-Coal Mining Areas (2024)

-Design and Access Statements (2016)

-Planning Policy Guidance: Development and Noise (2021)

Policy for Development and Noise looks at both noisy and noise sensitive land. Noise sensitive developments may need to incorporate mitigation measures through design, layout, construction or physical noise barriers to achieve acceptable acoustic conditions.

-Planning Policy Guidance: Planning Obligations (2017)

-Planning Obligations guidance seeks to ensure that new development addresses any impacts it creates on roads, schools and community facilities. It assists the development industry to better understand the costs and requirements that will be sought by Fife Council and provides certainty to communities and public bodies that new development will have no negative impact.

## Planning Policy Guidance

### Planning Customer Guidelines

- Daylight and Sunlight (2022)
- Trees and Development (2016)
- Minimum Distances between Window Openings (2016)

### Other Relevant Guidance

Scottish Government Circular 3/2012 (Revised 2020) on Planning Obligations and Good Neighbour Agreements

Scottish Government Circular 1/2017 on The Town & Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2017

Scottish Government PAN 1/2013 on Environmental Impact Assessment (Revised June 2017)

Fife Council Plan for Fife – Local Outcome Improvement Plan 2017-2027 (2017)

Fife Landscape Character Assessment (1999)

Fife Council Contaminated Land Working Group Guide to Developing Contaminated Land within Fife (2004)

Fife Council Guidance Note on Flooding and Drainage Issues in Relation to Planning and Development

Fife Council Making Fife's Places - Appendices A, B, C and D – Site Appraisal Information – Natural heritage and biodiversity; Landscape; Historic Environments; and Trees

Fife Council Making Fife's Places – Appendix G - Transportation Guidelines

Fife Council Making Fife's Places - Appendix H - Green Networks

Fife Council Making Fife's Places - Planning Policy Guidance

## 2.0 Assessment

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### 2.1 Relevant Matters

The matters to be assessed against the development plan and other material considerations are:

- Principle of Development
- Economy / Employment
- Design and Layout / Landscape and Visual Impact / Impact on Skyline
- Impact on Greenbelt
- Impact on Listed Building / Setting / Historic Gardens & Designed Landscape / Archaeology
- Residential Amenity
- Transportation / Road Safety
- Flooding and Drainage / Water Quality
- Contaminated Land and Air Quality
- Natural Heritage and Trees
- Access / Rights of Way / Outdoor Recreation / Green Network
- Sustainability / Low Carbon
- Other Considerations

## **2.2 Principle of Development**

2.2.1 NPF4 Policy 9 (Brownfield, Vacant and Derelict Land and Empty Buildings) Parts (a and d) support development proposals that will result in the sustainable reuse of brownfield land including vacant and derelict land and buildings, whether permanent or temporary and also supports the reuse of existing buildings, taking into account their suitability for conversion to other uses. Policy 9 (b) advises that proposals on greenfield sites will not be supported unless the site has been allocated for development or the proposals is explicitly supported by policies in the LDP. NPF4 Policy 15 (Local Living and 20 Minute Neighbourhoods) aims to encourage, promote and facilitate the application of the Place Principle and create connected and compact neighbourhoods where people can meet the majority of their daily needs within a reasonable distance of their home, preferably by walking, wheeling or cycling or using sustainable transport options and where relevant within 20 minutes neighbourhoods.

2.2.2 NPF4 Policy 29 (Rural Development) aims to encourage rural economic activity, innovation and diversification whilst ensuring that the distinctive character of the rural area and the service function of small towns, natural assets and cultural heritage are safeguarded and enhanced and therefore LDPs should identify the characteristics and needs of rural areas. Policy 29 (a) also supports proposals amongst other criteria listed where there is recognised need, they contribute to the viability, sustainability and diversity of rural communities; diversification of existing businesses; reuse redundant/unused building(s) and respect the natural and built environment etc. Policy 29 (b) advises that development proposals in rural areas should be suitably scaled, sited and designed to be in keeping with the character of the area; should contribute to local living as well as the transport needs of the development as appropriate for the rural location. Proposals under part (c) should ensure amongst other criteria that it is suitable in terms of location, access, siting, design and environmental impact.

2.2.3 NPF4 Policy 30 (Tourism) advises that LDPs should support the recovery, growth and long term resilience of the tourism sector and therefore should identify suitable locations which reflect opportunities for tourism development by taking full account of the needs of communities, visitors, the industry and the environment, all of which is considered in more detail later in this report.

2.2.4 Adopted FIFEplan Policy 1 Part A; 1) advises that the principle of development within a defined settlement boundary which is compliant with the policies for the location; or in a location where the proposed use is supported by the Local Development Plan, will be supported. Policy 1 Part B advises that development proposals must address their development impact by complying with the relevant criteria and supporting policies where relevant of which those applicable in this instance include - mitigating against the loss in infrastructure capacity by adding additional capacity or improving the existing infrastructure; avoid the loss of valuable cultural, tourism and community resources; in the case of proposals in the countryside or green belt, be a use appropriate for these locations (as per Policy 7 and 9 in this case); protect sport and recreation facilities; safeguard the character and qualities of the landscape; avoid flooding and impacts on water quality; safeguard and avoid the loss of natural resources; and, safeguard the characteristics of the historic environment including archaeology and proposals should be supported with the appropriate supporting information listed in Policy 1 (c).

2.2.5 FIFEplan Policy 7 (Development in the Countryside) advises that development in the countryside will only be supported where it is for amongst other land uses listed, is for facilities for outdoor recreation, tourism or other development which demonstrates a proven need for a countryside location; is for the extension of established businesses; or is for access to the countryside. In all cases, the development must be of a scale and nature compatible with surrounding uses; be well located in respect of available infrastructure and contribute to the need for any improved infrastructure; and be located and designed to protect the overall landscape and environmental quality of the area.

2.2.6 PAN 43 on Golf Courses and Associated Development (1994) provides further supporting information and guidance when considering such proposals.

2.2.7 The Fife Partnership's Plan for Fife - Local Outcome Improvement Plan 2017-2027 (2017) is Fife's new overall community plan, which aims to deliver real improvements for the people of Fife over the next 10 years resulting in a fairer Fife. The plan provides a clear focus for all other plans and sits alongside the Local Development Plan (FIFEplan), which deals with physical and spatial planning issues, and the Climate Change Strategy, which sets out what the Partnership aims to do to address climate change and its likely impacts. The Partnership also has 7 local community plans, one for each local committee area. The vision for a fairer Fife is based on 4 priority themes - Opportunities for All; Thriving Places; Inclusive Growth and jobs; and Community Led Services. The plan sets out the main challenges, changes needed, and actions required over the next 10 years for each priority area to achieve where Fife wants to be in 2027. In order to ensure progress is made, 12 ambitions have been identified to measure progress and the plan will be reviewed every 3 years to take account of any changes in the challenges and opportunities within Fife during that time. In summary, the 12 ambitions aim to make Fife - poverty free; fair work, affordable, connected, empowered, skilled and healthier. Planning therefore has a key proactive role in helping to achieve these ambitions - for example supporting proposals which in turn allow people to maximise household incomes and reduce poverty levels; increase employment opportunities and invest in infrastructure; make Fife one of Scotland's best loved tourist destinations; improve health; improve affordability, availability, condition and mix of housing; invest in better connected and digitally enabled communities; and improve local environments.

2.2.8 In terms of development on prime agricultural land (defined as Classes 1, 2 and 3.1 in the land capability classification for agricultural development by the James Hutton Institute, FIFEplan Policy 7 advises that proposals will not be supported except where they are essential as a component of the settlement strategy or necessary to meet an established need where no other suitable site is available; is for small-scale development directly linked to a rural business; or is for the generation of energy from a renewable source or the extraction of minerals where this accords with other policy objectives and there is a commitment to restore the land to its former status within an acceptable timescale. NPF4 Policy 5 (Soils) advises that LDPs should protect locally, regionally, nationally and internationally valued soils; minimise the amount of disturbance to soils on undeveloped land and protect soils from damage including compaction and erosion etc. Policy 5 (b) advise that development proposals on prime agricultural land etc that is locally important for primary use as identified in the LDP will only be supported where it is for essential infrastructure and there is a specific locational need; it is for small-scale development directly linked to a rural business amongst others listed and, in all exceptions, the layout and design of the proposal minimises the amount of protected land that is required.

2.2.9 In terms of the loss of prime agricultural land, the site lies within a Class 3.1 area of highly productive prime quality land which is capable of producing a wide range of crops. The area of land however already has permission for redevelopment as part of the golf course and club house development. A decision has therefore already been taken to allow a development of the prime agricultural land. The majority of the wider development is for golf course development which is ultimately reversible. This development would not be reversible, however it is on the area that was previously approved for irreversible development i.e. the car park and access road.

2.2.10 In terms of the principle of the proposal, the DPEA Reporter also concluded that the proposal (in association with the golf course complex already approved) would have a positive contribution to the surrounding environment, and would be acceptable in its countryside and green belt location. With regards to the loss of prime agricultural land, the Reporter also concluded that the proposal was also acceptable given the relatively small area of farmland involved. Further to this, the Reporter also considered the fact that the site already has permission to be built upon and the site would be surrounded by an approved clubhouse and course, which when built would likely make farming the site unviable were also determining factors.

2.2.11 In terms of justifying the need for such a facility as well as the proposed necessary ancillary elements, the applicants have produced a Planning Statement document which outlines the relevant planning policy and guidance positions at both national level as well as at Fife level.

2.2.12 Concerns raised by third parties regarding the proposal being contrary to the Local Development Plan and specifically in terms of policy principles, these comments have been noted and considered and are not considered to be significant to merit a refusal for the following reasons outlined in this section of the report.

2.2.13 In this instance, the proposal is considered to be acceptable in principle as it relates to an approved golf course development which as an outdoor recreational / tourist related land use is considered to require a rural countryside location and is of a land use type that is supported from a policy position within a countryside location. Further to that, the proposal, which is considered to be a significant investment, would improve and enhance tourism in the area, provide economic benefits (both direct and in-direct) to local markets and employment opportunities and the majority of the development of the site would be reversible without urbanising this remote countryside location. It would also ensure a previously started but incomplete course site is fully developed and landscaped rather than remaining a blight on the local landscape. The proposal would also meet the relevant priorities and ambitions set out in both the Development Plan and Fife Partnership Plan for Fife document by providing economic and employment opportunities, enhancing the tourist offering locally by attracting more visitors for long periods of the year and increasing visitor spend, providing additional opportunities to improve health, and allow opportunities for younger members of society to be actively involved. The overall acceptability of such a development must however also meet other policy criteria and these issues are considered in detail below.

## **2.3 Economy / Employment**

2.3.1 NPF4 Policy 25 (Community Wealth Building) advises that proposals which contribute to local or regional community wealth building strategies and are consistent with local economic priorities will be supported. Examples of such include amongst others improving community resilience and reducing inequalities; increasing spending within communities; ensuring local supply chains and services; and local job creation etc. Policy 26 (Business and Industry) advises that LDPs should support business and industry by allocating sufficient land opportunities for such uses whilst taking into account business and industry land audits as well as supporting them through appropriate policies to meet current demands whilst taking into account location, size and quality in line with local economic strategies whilst at the same time supporting the broader objectives of delivering a low carbon and net zero economic recovery, and a fairer and more inclusive wellbeing economy. Amongst a range of such opportunities listed within Policy 26, development proposals for business and industry will take into account impact(s) on surrounding residential amenity; sensitive uses and the natural and historic environment as well as the need for any appropriate site restoration at the end of the period of commercial use.

2.3.2 NPF4 Policy 29 (a) also supports proposals amongst other criteria listed, that contribute to the viability, sustainability and diversity of rural communities and local rural economy including the diversification of existing businesses and under part (b), the proposal is suitably scaled, sited and designed to be in keeping with the character of the area. Whilst proposals under part (c), should ensure support of local employment as well as being suitable in terms of location, access, siting, design and environmental impact.

2.3.3 NPF4 Policy 30 (Tourism) advises that proposals for new or extended tourist facilities or accommodation will be supported but proposals must take account of the contribution to the local economy; the compatibility with the surrounding area in terms of the nature and scale of the activity and impacts of increased visitors; impacts on communities; opportunities for sustainable travel and appropriate management of traffic generation; scope for sustaining public transport; accessibility for all; minimising carbon emissions; as well as providing opportunities for access to the natural environment.

2.3.4 FIFEplan Policy 5 (Employment Land and Property) supports proposals that are employment use classes consistent with existing or proposed employment activity on the site or neighbouring employment sites. In all cases amenity protections must be undertaken especially residential ones on surrounding land uses or those of a sensitive business nature. Policy 6 (Town Centres First) notes in Figure 6.3 that Hotels of hostels (Class 7) with 1,000 square metres or more should apply the sequential approach to protect the vitality and viability of the nearby settlement although it notes that exceptions can be applied where there are specific locational requirements.

2.3.5 The applicants submitted an Economic Impact Assessment report in support of the proposal. The report advises that the proposal will provide a wide range of visitor related experiences and will regenerate an important site within the local area which has remained derelict for a significant period. The proposed construction is expected to be a significant multi-million pound investment which will provide a wide range of benefits for the communities and businesses within Fife and Scotland including direct and indirect employment and also across various supply chain opportunities. On completion, the course would attract golfers globally many of whom are expected to stay overnight/take advantage of the facilities on offer and these trips are normally linked to trips to other golf courses as well as other non-golfing attractions all to assist in a broader boost to the Scottish economy. The proposal once completed will also generate a diverse mix of employment opportunities benefitting a broad cross-section of the Fife workforce, with formal and informal training, learning and development expected to be offered thus helping the workforce to build their careers in the hospitality and golf industries with the applicants keen to work with Fife education centres to provide tailored training and career opportunities for local people. As noted in the Fife Economic Strategy, tourism and specifically golf tourism is a key component of the local economy, employing more than 10,000 people with a particular concentration in the St Andrews and East Neuk area. It is estimated that tourism contributes more than £450m per annum to the Fife economy and nearly 1 in 10 Fife businesses being tourism related enterprises. With economic activity rates in Fife being below Scottish and UK levels (unemployment being 5.2% compared to Scottish average of 3.8% and 4.1% in the UK, this proposal would provide the creation of new employment opportunities which would be important in the local context.

2.3.6 The applicant's economic report also advises that during the construction phases (expected to be over a 3 year period) the proposal would create demand for a significant amount of construction labour; would provide direct employment as well as indirect; help sustain further employment in the wider economy through essential supply chain requirements as well as through workers spending their earnings. It is expected that the majority of the construction would be retained in Scotland with local Fife contractors used wherever possible. It is estimated that around 200 Full Time Equivalent (FTE) jobs would be supported within Scotland during the construction of the proposal, which would also generate a significant boost to the Gross Value Added, benefitting the Scottish economy of which the construction phases are expected to contribute around £45m to the Scottish economy directly with a further c.£51m generated indirectly and through induced spending.

2.3.7 In terms of the later operation phase, the submitted economic report advises that between 100 and 200 jobs would be created directly over a wide range of skill levels. Some jobs will expect to be seasonal, whilst others would be year-round (such as those involved in maintaining the golf course and facilities outside the operating season). Again, local people would be sought to fill as many jobs as possible and temporary accommodation has been secured to house those who are expected to relocate to the local area during the operating season meaning they too would contribute to the local economy. The operation of the proposal is expected to make a significant contribution to the Fife economy directly, with further economic activity catalysed within the project's supply chain and through induced worker spending. In addition to jobs and GVA, the proposed development would also contribute towards Business Rates and would help support the delivery of local services. It is also estimated that the operation of the proposed development would contribute c.£11.6m per annum in GVA to the Fife economy directly. A further c.£4.5m in GVA is expected to be generated indirectly (through the completed development's supply chain) plus a further £3m per annum generated through

induced worker spending. Of this indirect and induced GVA, it is estimated that c.£3.7m will be retained within Fife, bringing the proposed developments total direct, indirect and induced GVA contribution to c.£15.3m per annum. The proposal would also help build on the local area's global reputation as the Home of Golf, providing a new, differentiated offer which will complement rather than compete with existing courses in the area. Visits to the proposed development are expected to lead to linked trips to other attractions. Again, extensive training would be offered to ensure a high standard is achieved and this could also assist in future further careers in tourism, hospitality and golf sectors etc.

2.3.8 In assessing this proposal Fife Councils Economic Development officers were consulted and advised that as the proposal has stalled for several years and the land at Feddinch has been underutilised, the Economic Development team are supportive of this proposal which will see the creation of jobs and investment into the wider area.

2.3.9 Concerns raised by third parties regarding economic and employment opportunities and particularly in relation to limited employment opportunities; as well as a lack of benefits for the area and town and local communities have all been noted and are not considered to be likely for the following reasons outlined in this section of the report.

2.3.10 In this instance the proposal, considered to be a significant positive investment, is deemed acceptable in terms of economic development and employment opportunities as it would result in a self-supporting golfing operation which requires the clubhouse/spa/accommodation elements and as such would attract additional visitors to this area of St Andrews and North East Fife and help enhance the tourist period annually by providing a new facility as well as attracting additional visitors. Further to this, the proposal would also generate employment opportunities in a range of positions, create positive economic benefits (both direct and in-direct) to local markets and would not undermine any other existing employment enterprises; all in line with the relevant national and local policies and guidance in this regard as well as the Plan for Fife – Local Outcome Improvement Plan.

## **2.4 Design and Layout / Landscape & Visual Impact / Impact on Skyline**

2.4.1 NPF4 Policy 14 (Design, Quality and Place) supports development where it will be designed to improve the quality of an area whether in urban or rural locations regardless of scale otherwise, they will not be supported. Policy 14 and Annex D advises that development proposals shall be supported where they are consistent with, where relevant, the six qualities of successful places such as Healthy, Pleasant, Connected, Distinctive, Sustainable and Adaptable. Conversely this policy (Part (c)) also states that development proposals which are poorly designed will not be supported.

2.4.2 Approved FIFEplan Policy 1 (Part B (7 and 10)); Policy 10 (7); and Policy 14 advise that proposals should safeguard the character and qualities of the built and historic environment and wider landscape (including skylines), proposals should not lead to a significant visual detrimental impact on their surrounds, and new developments must meet the 6 qualities of successful places - distinctive; welcoming; adaptable; resource efficient; safe and pleasant; and, easy to move around and beyond. Further guidance on how these qualities will be interpreted and addressed are provided in Fife Council's Making Fife's Places Supplementary Guidance document. Policy 13 of FIFEplan also reiterates that development proposals will only be supported where they protect or enhance natural heritage and access assets as well as landscape character and views, and that they add to the landscape quality and amenity value. In this instance the site is within the rural and countryside character and greenbelt for St Andrews and views of the site whilst limited should still consider the potential impact on the wider settlement skyline as well as the rural backdrop when viewed from the town itself.

2.4.3 The Scottish Government's document Creating Places: A Policy Statement on Architecture and Place for Scotland (2013) again refers to the 6 qualities of successful places but also sets out the principles for the need for new developments to include sustainability, good architecture, and quality building design. In doing so such developments will assist in conserving and enhancing the built environment, help promote regeneration, and thus add to



the communities themselves. The document also advises that new development proposals should reflect a site's setting, the local form of buildings, and use of finishing materials.

2.4.4 Further guidance on the application of these principles to specific proposals is set out in Fife Council's Making Fife's Places Supplementary Guidance. Applicants are encouraged to demonstrate that the proposal has followed a robust design process. Making Fife's Places includes an evaluation framework to guide the assessment of the design process undertaken.

2.4.5 The main part of the site is located within the NatureScot (previously Scottish Natural Heritage) defined 'Lowland Hills & Valleys' landscape character type with the northern element lying within the 'Lowland Dens' landscape type, the Fife Landscape Character Assessment (1999) document characterises the Lowland Hills & Valleys as typically consisting of a subtle variety of landforms; open regular farmland patterns of medium scale fields of arable and grasslands; variable pattern of post and wire fences and mostly tall hedges and hedgerow trees; shelter plantations; roadside planting; policies linked to large estates; regular often linear pattern of steadings and larger settlements and towns all of which are generally well related to the landscape; other dominant linear and point features of plantations and tree groups; individual local buildings often set in a quiet balanced calm landscape with large areas of hills and shallow valleys in the St Andrews – Kinaldy Den area. The Lowland Dens landscape character type (Cairnsmill – Lumbo Den) is typically made up of narrow deep gorge-like valleys, steeply sloping and often semi-natural with woodland or sheltered environments often in irregular patterns; small villages and occasional ribbons of development and an absence of settlements but many historical buildings and other features.

2.4.6 The development advice within the Character Assessment document for such areas is as follows – for development sited within Lowland Hills & Valley areas is that subject to appropriate design and siting this landscape area has the capacity to accommodate other forms of modest-scale development and structures, though in prominent locations these should be subject to landscape and visual impact assessments. The careful siting and design of any new high or bulky structures so that they are not on skylines or otherwise conspicuous; appropriate conversion of farm buildings should be encouraged as should retaining traditional boundary treatments and planting with new planting equally encouraged. Proposals should use the landform and existing and new planting to help relate the structure to the landscape setting. In terms of development opportunities within the Lowland Dens landscape area, avoid locating any high or bulky new structures and again they should be subject to rigorous landscape and visual impact assessments. The landscape type would not easily accommodate large scale engineering projects owing to their landform features being such an important contributor to the character type. New build should be well related to the landform and of a scale appropriate to the size of settlement and landform; existing traditional features such as walls, verges, stone dykes etc should be conserved.

2.4.7 The applicants have submitted a Design and Access statement and carried out a Landscape and Visual Impact Assessment with associated visual photomontages as part of their wider appraisal, which provides details on the rural setting, landscape, visual and design principles employed in reaching the proposed design and layout of this proposal as well as the soft and hard landscaping, rationale for the high quality pallet of materials chosen are all considered.

2.4.8 In support of this proposal, the applicant's Design & Access Statement (D&AS) in summary terms advises that the site and its surrounds and environments were analysed, constraints considered as was the previous planning approval history all of which helped provide a more detailed understanding of the site and the surrounding area. These assessments also helped inform the evolution of the design and siting which in turn should respect the landscape, local typologies and visual and landscape characters as well as typical building styles and external finishes in the locality. The design, scale, external finishes and setting of the proposed buildings aim to take the opportunity to use the sloping topography to carefully integrate the buildings and infrastructure into the landscape whilst respecting current contour lines, landscape character and natural backdrops. This would ensure that the structures become part of the landscape as opposed to be sited on it or projecting prominently on the skyline whilst utilising the views from within the proposed structures. Local building

examples (architectural styles and typical finishing materials) as well as wider Scottish golf course clubhouses and hotels etc were also considered. Views and setting were considered important factors in the site selection and design process, although it was also deemed important to ensure that the mature woodland surrounding the Feddinch properties to the south could comfortably act as a backdrop without obscuring it/them but at the same time it was considered very important to ensure that the impact on the two residential properties at Feddinch most likely to be impacted by the clubhouse element would have potential impacts minimised.

2.4.9 The D&AS also advises that in terms of the course routing it was proposed to largely work within the previously created play corridors with some additional shaping and mounding and the course would use a mix of appropriate planting and soft landscaping all to enhance the sense of place as well as the playing experience. The design, scale and massing of the proposed clubhouse/accommodation and spa elements went through various design iterations to work with the topography and contour lines of this part of the site whilst using the side of the hill to accommodate the lower aspects of the structure (through excavation and setting into the slope) as opposed to being placed on the slope. The use of stepped roof heights and footprint edges with periodic subtle changes in architectural style also assist in minimising massing as does additional landscaping and therefore reduces potential detrimental visual impacts of a repetitive long structure etc. as would the use of a mix of external finishes using appropriate textures and a subtle pallet range of colours.

2.4.10 The very detailed D&AS also outlines the design evolution and considerations made to each of the key development elements of the proposal as well as considering their relationship to one another. Key to the overall designs etc was the consideration that mass, scale and appearance all protected the heritage assets, site and its wider surrounds. Heritage assets outwith the site were also considered and its considered the proposal would respect them and their setting also. Potential ecological impacts (positive and negative), landscape characters, species and habitats were also considered and appropriate designs and/or mitigation employed where necessary. The operational impacts (post design development and construction phases) have also been considered in the D&AS.

2.4.11 The submitted D&AS considers that the development has been designed and laid out in line with each of the six qualities of a successful place. The clubhouse and golfer accommodation has been designed to be distinctive whilst respecting the scale, appearance and character of surrounding buildings and environments. The form, materials and detailing of the buildings proposed are commensurate with proposed building use, typology and local context. The development has been designed to be safe and pleasant with a sense of place. Views of little interest have been minimised to let the golf course mosaic and views dominate and pervade the visual experience. Access has been provided to all areas and buildings to ensure the development is simple to navigate, orientate and easy to move around. As a leisure destination every effort has been made to provide a welcoming environment for all who visit the site. The visitor experience is vital to the success of any leisure or tourist development. Spaces have been designed where people can interact and enjoy the benefits of the location and activities: spaces that reinforce why they are there and what is unique and special about the place. The buildings have been conceived to allow future internal alterations, extension and be adaptable for future uses. Energy use, recycling and water consumption have been considered and helped inform the design in an effort to make the project as resource efficient as possible, low impact and reversible. The proposals presented provide an opportunity for a golf development of outstanding quality and repute that will benefit the local community, the Home of Golf, the region and Scotland.

2.4.12 The submitted D&AS also relates to the landscape and visual assessments (which are covered in more detail in the applicants submitted Landscape and Visual Impact Assessment documents) also submitted, where it states that the principle aims of the landscape and mitigation proposed are to integrate the proposed development into the landscape such that the key characteristics of local and wider landscape character are maintained; to enhance the landscape character and landscape experience through the sensitive treatment of existing landscape features, or the introduction of new landscape elements (enhancing biodiversity

where practicable and appropriate to do so); and to minimise adverse visual effects and wherever possible enhance the quality of existing views (achieved through high-quality treatments and/or screening landscape treatments).

2.4.13 The D&AS was amended in December 2024 to take account of the design changes made by the applicant following their post submission review of the application feedback from consultees, local groups and interested third parties. The proposed clubhouse, spa and related accommodation aspects were 'benched' further into the hillslope resulting in a reduction of building massing when viewed from the north and from lower levels and also would lower the built environment further from neighbouring properties lines of sight from the south. Changes to the roof configurations of those built aspects as well as amendments to the architectural style and pallet of external finishes to incorporate a more pure simple tartan grid of finishes which allow for better depth and layering would utilise traditional finishes and colour choices which would relate more to the context of the local environment. Other key changes now proposed include – reductions in footprint of the clubhouse and accommodation building; floor areas of some internal communal areas reduced; further development of the masterplan landscaping; reduction in size of larger lodge cottage; less regimented facades; improved relationship between buildings and landforms adjacent (softening of interplay between); use of grass roofs to soften ridges and eaves of roofs; increased excavation into hill slope to reduce 'above ground' height thus lessening sight of built elements when viewed from south as well as other close quarter viewpoints and thus sits lower into the landscape overall.

2.4.14 In light of the scale and sensitivity of works proposed, the applicant's agent has conducted a Landscape and Visual Impact Assessment (LVIA) to determine the likely effects arising from the development. The LVIA clearly states from the outset that landscape and visual effects are separate, although closely related and interlinked issues. Landscape effects are caused by physical changes to the landscape, which may result in changes to the distinctive character of that landscape and how it is perceived. Visual effects are experienced/perceived by people (either individually or in groups) and arise from any change in the nature of views available. The LVIA aims to establish a clear understanding of the site and its context in respect of the physical and perceived landscape and in respect of views and visual amenity. Further to that the LVIA also aims to establish an understanding of how the development would relate to the existing landscape and views; identification of the likely significant effects the development would have upon the landscape and views throughout its lifespan; determine the potential mitigation required to reduce/eliminate any potential adverse effect; and reach a conclusion as to the residual likely significant landscape and visual effects of the proposed development. The LVIA study area in this case extended to a radius of 5km from the overall site boundary and used the clubhouse, farmhouse, course and a combination of these key elements as a feature reference points (the tallest elements of the proposed development as well as that with the largest area of coverage). The applicants considered that the likelihood of significant effects beyond 5km was very low. The LVIA also considered both daytime assessments as well as nighttime given the development would be light and is located in an elevated site.

2.4.15 The LVIA process follows an industry standard approach namely to establish the baseline conditions against which the effects of the proposed development will be assessed; determine the nature of the receptor likely to be affected (i.e. its sensitivity); predict the nature of effect likely to occur (i.e. magnitude of change); and assess whether a likely significant landscape and visual effect would be experienced by any receptor by considering the predicted magnitude of change together with the sensitivity of the receptor, whilst taking into account any proposed mitigation.

2.4.16 The applicant's submitted LVIA advises that the tallest above ground and largest in site area were used in assessing the likely landscape and visual effects. The tallest/largest elements would include the clubhouse/farmhouse and the course itself. The LVIA also advises that the site and its surrounds (within the study area) were site visited and a GIS and digital terrain model-based computer programme predicted the Zone of Theoretical Visibility (ZTV) of the site based on bare-earth landform only (i.e. vegetation, buildings and other above ground objects, structures and features are not accounted for in ZTV's therefore they demonstrate a worst-case scenario). In many locations shown as being within the predicted ZTV, the development as a

whole is itself unlikely to be visible in real life given the presence of these intervening features. The ZTV in this instance is based on the maximum height for the development, the proposed clubhouse/spa/accommodation building (of which most of the application development will actually be located at lower if not ground level).

2.4.17 6 viewpoints were selected and these were chosen to represent – the experience of different types of receptor in the vicinity; specific and illustrative viewpoints at varying distances and directions (e.g. from potentially affected residential properties, recreational destinations, public road and other sensitive receptors such as foot paths/Core Paths). It should be noted that the viewpoints themselves are not receptors but the people that would experience the view from that viewpoint. In general terms, areas that are considered of higher quality tend to be more highly valued by a wider audience (i.e. including people from further afield), given that people will usually place high value on the landscape close to their home and are therefore more sensitive. Quality is affected by the condition of the elements which make up a particular landscape, the integrity and intactness of the landscape as a whole and the extent to which its distinctive character is apparent. In this instance the receptors in the vicinity of the site include – people living in scattered/clustered rural properties; users of the Country Park (at various points); walkers on parts of the Core Path network and road users. The sensitivity of these selected receptors, after detailed baseline assessments and groundwork, ranged from ‘Medium to High’. The final viewpoints selected were also agreed with officers (Planning and Urban Design) of Fife Council.

2.4.18 The LVIA considered the immediate landscape of the site and its nearby landscape context as having a magnitude of change deemed to be ‘High-Medium’ and when combined with the ‘Medium-Low’ sensitivity of the receiving landscape, the effects on the landscape character at that localised level would be considered to be ‘Moderate’. The assessment deems the likely effects are an inevitable consequence at an immediate site level and are considered ‘positive’ by merit of the high quality of the development, the consistent, managed character of the course, the restoration of the characteristic steading and the planting around the boundaries of the site that would improve its appearance and relationship with its surrounding context. Further to that, the LVIA also advises that with increased distance from the site, the magnitude of impact would reduce as the proposed development becomes a proportionally smaller component of the overall landscape and successional layers of vegetation act to reduce its influence on character.

2.4.19 In summary terms of landscape effects, the LVIA concluded that whilst there would be some negative construction effects on the landscape character that would be ‘Moderate’ these relate mainly to the immediate landscape and are short-term in duration. In terms of long-term effects, the LVIA considers the proposed development would result in no greater than a ‘Moderate’ effect and that would be limited to the immediate locality and with distance these effects would reduce further as the proposal becomes a proportionally smaller component of the overall landscape fabric and the change to the perceived landscape character is more marginal. The effects would reduce to ‘Moderate-Slight’ the effects are considered on balance to be ‘Positive’ and ‘Neutral’ where visibility is more marginal. The LVIA considers this to be a robust landscape context that exhibits a variety of land cover, and it is considered that the proposed development can be assimilated without notable changes to the characteristics and qualities of the landscape. The proposal is not considered to indirectly influence the landscape qualities that make up the adjoining Local Landscape Area and the development is considered to have the potential to indirectly enhance its character where seen as a backdrop. The proposed development would not be visible from the historic core of St Andrews and as such would not indirectly influence the distinctive character of these locations. Where visible from locations in the wider landscape surrounding St Andrews, the development would sit below the natural topography and tree line which would moderate its presence.

2.4.20 With regards to visual effects, the LVIA concluded that in summary terms that some negative construction visual effects would occur but again this would be limited to the immediate visual receptors and would be short term in duration. In terms of the long-term effects, it is considered that the proposed development would result in no greater than a ‘Moderate’ level of effect and this level of effect would be primarily limited to some local residential receptors,

recreational receptors on the nearby Core Path network and the adjoining Country Park (locations within 500-600 metres of the site). With distance the effects would reduce to 'Moderate-Slight' as again the proposed development becomes a proportionally smaller component of the views. The effects of the development are considered on balance to be 'Positive' and 'Neutral' in locations to the south of the site where visibility is negligible. In more distant locations the proposal would be seen in the context of a predominantly rural backdrop, the effects are considered to be 'Neutral' tending to 'Positive'. Again, the LVIA considers the landscape character within which the site is located to be robust and within a variety of landcover types; the proposed development would not be seen from the historic core of St Andrews; and, where visible from locations within the wider landscape surrounding St Andrews, would form part of the background to views that are influenced by foreground elements that prevail in their visual influence. Of the residential receptors located in the immediate locality of the site, no long-term visual effects were considered to be greater than 'Moderate' and given the elevation, distance and orientation of residential receptors, the development is not considered to generate any overshadowing or overlooking issues. The proposal is also considered to complement the existing golf course context that is synonymous with St Andrews and therefore the quality of the effects on the wider landscape character is considered to be 'Neutral'. With sensitive lighting the effects are considered to be no greater than 'Moderate-Slight'.

2.4.21 In terms of the amended details to the proposal in December 2024 the LVIA was reassessed and an addendum produced which noted that in terms of landscape effects, the revised proposals have a more discrete physical and visual presence, with a form that is more physically integrated with the landscape. Its scale and character have a stronger synergy with the rural, agrarian character of the local landscape, and of the rural vernacular present. Further to that the addendum advises that the consideration given to materiality is both more responsive to its local context, and the natural tones present in the surrounding landscape. Whilst the effects at the immediate site level are likely to remain consistent with that previously reported (i.e. 'Moderate'), the influence of the development on the landscape character will reduce with distance and be more marginal than previously reported ('Moderate-Slight') now tending towards 'Slight'. The supporting photomontages were also updated. Further to this, the amended LVIA also provided an updated conclusion, which states that... *"The revised scheme is considered to offer a better relationship with the landscape and would be more modest in its influence on landscape character and views. Whilst it is a noticeable development, the architectural modifications, and use of more muted, recessive materials will reduce the degree to which it is noticeable and moderate any perception that it dominates the landscape."*

2.4.22 Concerns raised by third parties regarding scale, design and overdevelopment of the built aspects of the whole site as well as impacts on the wider landscape character have been noted and considered and are important issues in the assessment of this proposal. However, the proposal is not deemed to raise any significant detrimental impacts on those issues for the following reasons outlined later in this section of the report.

2.4.23 Following a review of the comments made by third parties and consultees, the applicant and their agents have considered the key concerns raised such as the scale, visual impact, design and other landscape/visual matters of the clubhouse, spa, accommodation and other built aspects proposed on the hillside and made key changes to address concerns. These key changes amongst others include:-

- changes and architectural treatments that further breakdown the scale and mass of the built form so that it better reflects the scale, appearance and character of surrounding buildings and is less prominent in more distant views within the wider landscape.
- increased benching into the hillside to form a lower basement, which lowers the building further 'into' the landscape and reduces building massing when viewed from the north;
- the use of landforms to help integrate the built form with the landscape;
- changes to elevational treatments to generate a more recessive appearance;
- simpler pallet of external finishing materials that have a more muted, natural and recessive presence such as use of drystone walling, slate, zinc, timber and grass roofs etc.

2.4.24 Members should note that a detailed assessment in this regard of the farmhouse/steading part of the overall proposal as well as the agronomy/maintenance elements has been carried out in their related applications 24/01717/FULL and 24/01716/FULL as also included in this agenda as well as being considered cumulatively in consideration of this masterplan applications.

2.4.25 Members should also note, that in considering the landscape and visual aspects of the clubhouse/spa/accommodation as well as the lodge cottages, it should be borne in mind that these structures would be seen from predominantly lower levels where due to the stepped nature and gently undulating landforms of the intervening topography and the presence of vegetation/planting surrounding the hill, the structures would be seen in a more discrete context. Additional landscaping and planting surrounding these buildings would further naturally screen them as would land regrading. This proposed more realistic 'real life' relationship is critical in considering the potential impacts visually on the landscape and wider surrounds given the detailed plans submitted mostly concentrate on the more direct close quarter views where the 'viewer' would be directly in front, close too and elevated to gain a full understanding of the detailed specifics of each proposed building as opposed to being at lower levels in a more real life context setting. In this case, consideration also needs to be given to the stepped landscape ground levels present and proposed, which they themselves would form more of a dominant view to any viewer standing at the viewpoints respective ground level. Of equal importance and with the structures being 'benched' into the hillside, the proposed upper levels of the structures would appear in a real life visual perspective to be more to the rear of any views, set into and below the hill top and existing woodland backdrop; all of which would result in a more discrete development set within and not on the hillside which itself already forms a key component in mixed landscape character type which has greater capacity to accommodate development.

2.4.26 In terms of design, scale, location and external finishes etc, the proposal is considered acceptable for the following reasons. The golf course itself has already been considered acceptable as a use on site and whilst there are some changes proposed to the previous layout of holes as well as the micro design of each hole etc, the design, visual and landscape impact of a course in this location has already been accepted and would still appear overall as a golf course despite the changes now proposed and it would cover virtually the same area of land previously approved.

2.4.27 In terms of the built structures proposed, whilst it is acknowledged that there would undoubtedly be views of some of these proposed features, especially those in more elevated locations, they too are considered acceptable given a combination of engineering, construction, design and landscaping (physical and through planting) measures proposed, all of which would limit these views to acceptable levels where it is considered that the resulting development would appear as part of the landscape rather than being set, located or imposed on it. In terms of the location of the hillside elements, the initial design considered various options to provide sufficient space to accommodate the modest scale uses to be accommodated within whilst respecting the hillside setting. Rather than accommodating those uses within a smaller built footprint area, which would result in a taller structure, the developer's design team considered a longer but narrower footprint following a narrow band of existing hillside contours where the lower floor levels would be set into the hillside and therefore reduced the overall above ground height of the structures. That design principle was thereafter developed further with numerous amendments made to minimise the visual and landscape impacts and produce a proposal that sits within the landscape rather than on it etc. The longer built clubhouse/spa/accommodation structure has been sited further from one of the key receptors / A915 with the smaller lodge cottages located nearer but again set into the hill in a proposed more natural landscape setting with further planting proposed. The part traditional part contemporary lodge cottages themselves have also been designed, scaled and finished as 'smaller' detached built elements with stepped footprints using a mix of natural external finishes with muted colours; stepped simple roof styles and finishes; natural wall finishes including links to drystone boundary features would all result in buildings with a range of outlines, external finishing types, textures and colours all of which would also further reduce their potential visual impact on the site, its immediate setting and the wider landscape character type. Further to that, they too would be

set into the hillside and would be surrounded by a mix of minor earthmoving to create a rounded appearance supplemented with natural planting all of which would result in them appearing to be visually subordinate and part of the wider landform.

2.4.28 Engineering solutions proposed, such as significant excavations to allow the structures to be set into the existing landform hillside; earthworks and regrading of some of the associated land near structures to 'soft' the edges and setting of buildings into the landform whilst giving a more natural finish; as well as the proposed regrading of site boundary elements (supplemented with additional extensive natural landscaping to complement existing planting) would assist in terms of reducing potential visual and landscape impacts. Further to these measures, the structures are proposed to be constructed in such a manner that the 'component parts' (such as the clubhouse, spa, accommodation facilities and other elements) would be visually broken up with intervening structures with differing built outlines such as the large 'Grand' hall element as well as using a simple low level variety of roof types (including the use of grass as coverings) and heights and stepped footprint outlines; all of which would positively avoid the visual mass of the structure appearing as one continuous repetitive structure with a large continuous linear frontage, which would not be beneficial for the wider landscape. The scale and massing are further reduced visually through the use of stepped elevational treatments and building outlines, including the introduction of stepped features within main elevations themselves, which collectively also add subtle but effective positive changes in reducing the visual massing. Such an example includes changes to the window glazing designs and positions which have been varied and some openings project out from the face of the building to further reduce a repetitive and potential 2D appearance as well as giving the structure a more 'open' public façade. Such design additions, along with the use of a simple palette of external finishes using differing textures and muted colours, which are considered to respect the muted tones and colours of the landscape setting further assist in reduce the scale and massing and would assist in the structures visually blending in more with the wider landscape setting. The external finishes chosen therefore positively assist in the buildings respecting landscape character into which they would be set and thus avoid any stark contrasts occurring.

2.4.29 In terms of the likely impacts visually over time; the construction phases are likely to cause the most visual impact given the landscape would alter through earth movements, the use of scaffolding and other structural stability measures (e.g. temporary retaining walls during excavations) as well as the built changes as structures develop, however, those impacts will be short term and temporary. In terms of post-construction impacts (longer term impacts), these would result in fewer impacts and be less subject to changes once the ground regrading and landscaping has been completed and begins to evolve. In terms of nighttime impacts, this post-construction period will be long term in nature and although there will be some noticeable light emitted from the site where currently there is little or none it would be limited and would have a low atmospheric glow with most glazed openings being of a more domestic scale and in areas served by larger glazed openings, low luminance intensity lighting would be used. Externally, the proposed lighting would be limited, designed, and positioned to ensure no significant light pollution and spread occurs as well as using low level lighting beyond the structures themselves – all of which can be controlled thorough an appropriate lighting plan condition.

2.4.30 In terms of the contemporary architectural styles of the clubhouse, accommodation, spa, lodge cottages and related structures, these are considered acceptable as they again would be suitably scaled, designed and externally finished using a range of acceptable, traditional materials and modern ones would be over limited areas, materials would have muted colours respectful of the rural landscape setting and are considered supportable in both urban as well as rural settings provided they respect their surrounds. Physical landscaping/ground regrading and later planting would also positively ensure a more interactive visual relationship occurs around the fringes of the proposed buildings which would also assist in visually softening the natural-built relationship e.g. grasses and planting up to built edges, sloping 'dune like' rather than standard flat ground features, use of natural stone to form walls and boundaries which already are important features locally all would assist in blending the proposal into the landscape.

2.4.31 In terms of the landscape character and visual impacts from outwith the site boundary as a whole, it is considered that the most notable views would be limited to the immediate area from the site but those vantage points would be limited, would be more oblique rather than direct and would be intermittent rather than constant and would be limited to small sections of the A915 and further afield. Whilst the hillside structures would be visible at times as noted above, they would be viewed as being set into the hillslope and would be visually screened to a degree with additional proposed natural ground form landscaping and planting. Further to that, additional planting is also proposed along the site boundary with the A915 further limiting views once the planting has established. Views from further east of the A915 again would experience acceptable oblique views with buildings set into the hillslope and the structures would be seen as even more oblique entities but again for all views and viewers the structures would be seen as set in a hillside whose landscape character already experiences multiple features present. Again, the combination of land regrading and extensive planting/soft landscaping around the wider site boundaries as well as throughout the site and near the main buildings collectively, along with the other design and engineering methods employed, would further minimise the scale and massing and would significantly reduce views from outwith the site boundary. Key views of the scale and massing of the main buildings on the hillside would be predominantly limited to viewpoints either directly in front or up close within the site itself with more distant views resulting in the structures visually appearing as a smaller part of the hillside rather than being set upon it in full view.

2.4.32 Views were also noted from the north along the Lumbo road/Core Path as well as areas near Cairnsmill, Craigtoun, Strathkinness High Road as well as views from West Sands etc. From these more distant vantage points, views of the site would become a smaller proportion of the wider span of views possible from each vantage point but again these limited views would again be seen in the context of a lower level linear structure suitably scaled and with a stepped outline and finishes in natural muted colours being sited into the hill with the important wooded backdrop above the buildings remaining as the key skyline component of the hill itself. Again, the site is set in a landscape character which typically already has multiple features present which enables built elements suitably positioned and finished to be seen as being visually part of that mixed character landscape. From other closer vantage points such as the Dukes Course and Craigtoun as well as other isolated residential properties, again for the above reasons noted earlier, such views would be limited, oblique in nature and intermittent due to the presence of a combination of existing intervening buildings, vegetation, topography and extensive tree cover (both evergreen and deciduous types). Again, the proposal would be seen as being set into the hillslope with important existing features retained in the line of sight and not obscured as a result of the development.

2.4.33 With regards to potential impacts on the more elevated properties of Feddinch to the south of the site, views would be mostly screened by existing mature tree planting although some break in the tree line within the ownership of those properties to the northern end would result in some limited views of some parts of the golf course, converted farmhouse and the more distant maintenance and agronomy facility. As far as views of the proposed clubhouse, spa and accommodation facilities within the hillside go, the concerns from third parties were noted and the applicant's agent also considered these further. Amendments were duly made to set the linear hillside structure further into the hillside as well as making some significant but positive changes to the design and roof types and heights etc. A further detailed assessment in the form a series of sections were updated to demonstrate that those northern Feddinch properties would not be significantly visually affected as a result of that aspect of the proposal, nor would the building visually over-dominate the wider outlook. Indeed, based on existing topography as well as the minor earthworks and supplementary landscaping proposed, key viewpoints would remain with only some of the outer (northern) edges of the main roofs anticipated to be partially visible for the most part and even then the mix of roof heights and spans would further lessen their anticipated limited appearance. Walls, service roads and access areas etc associated with the linear building would be virtually hidden by landscaping and natural planting for the most part with only some very limited views of the upper level being



available but again natural landscaping and planting would significantly limit these already limited views as part of the proposed boundary planting regime.

2.4.34 One of the northern Feddinch properties has limited tree cover along its northern boundary with the site, however the amended section details demonstrate that this more exposed relationship with the development would, through the additional benching-in and changes to the roof and upper levels included in the design amendments, result in that property not being visually over-dominated as a result and the outlook of the wider landscape character mostly remaining as is with again only some anticipated glimpses of part of the proposed roof elements. The other northern Feddinch property has an already limited outlook supplemented with more screening, however the amendments and siting of the hillside structure would also ensure the main outlook remains. It should also be noted that the overhead power cables that cross part of the site would also be relocated underground thus reducing further a more 'alien' manmade feature when seen within the wider landscape character vista when viewed from the hill northwards.

2.4.35 In terms of nighttime impacts on the landscape character, again if approved the proposal would emit some light but as outlined earlier (see paragraph 2.4.29) it would be limited and can be controlled via an appropriate planning condition.

2.4.36 Members should note that whilst specific vantage point examples have been listed above, that list is only used to summarise the typical potential impacts and demonstrate that impacts are considered limited in this instance. Other vantage points will be possible from other receptors not listed above but the impacts would not be considered to exceed the limited impacts noted above. It is therefore considered that there would be no significant nor detrimental impact to the designated landscape areas and the impact on views would be acceptable in terms of scale, setting and relationship to the wider environment within which the site would sit.

2.4.37 Overall, and for the reasons outlined above, it is considered that the landscape character in which this site is located, has a higher capacity to visually accommodate the suitably designed and finished proposal (including the cumulative impact from the other associated farmhouse and Hub of House/Agronomy elements subject to the other related applications for consideration) given this landscape character type already benefits from a wide range of important existing features of differing finishes, colours and textures etc. Again, the main built elements (accounting for less than 4% of the overall site area) would be physically and visually 'set into' the hillside using a combination of design and engineering techniques and would still benefit from the backdrop of the well-established wooded hilltop feature as well as the additional natural boundary landscaping and associated supplementary planting, the lower level farmhouse and agronomy elements would be less visible, small isolated features and the course as a whole would appear as a natural unbuilt feature wrapping around the lower hillside slopes. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.5 Impact on Greenbelt**

2.5.1 NPF4 Policy 8 advises that LDPs should consider using greenbelts to support their spatial strategy as a settlement management tool to restrict development around towns and cities. The policy advises that greenbelts may be zoned around settlements where there is significant danger of unsustainable growth in car based commuting or suburbanisation of the countryside. Policy 8 (a) advises that proposals within a greenbelt designated within the LDP will only be supported if amongst others listed, they are for outdoor recreation, play and sport or leisure and tourism uses; and developments that provide opportunities for access to the open countryside (including routes for active travel and core paths). Further to that, renewable energy developments; intensification of established uses, including extensions to an existing building where that is ancillary to the main use; the reuse, rehabilitation and conversion of historic environmental assets. However, Policy 8 also advises that the following requirements should also be met including amongst others listed, reasons are provided as to why a greenbelt location is essential and why it cannot be located on an alternative site outwith the greenbelt; the purpose of the greenbelt is not undermined; the proposal is compatible with the surrounding

established countryside and landscape character; the proposal has been designed to ensure it is of an appropriate scale, massing and external appearance, and uses materials that minimise visual impacts on the greenbelt as far as is possible; and, there will be no significant long-term impacts on the environmental quality of the greenbelt.

2.5.2 FIFEplan Policy 1 Part B (5) and Policy 9 advises that development in a designated green belt will only be supported where it is required for agricultural, horticultural, woodland or forestry operations; retailing directly connected with agriculture and horticulture (e.g. farm shops); outdoor recreation uses compatible with an agricultural or natural setting; intensification of established uses; housing (where it is for rehabilitation and/or conversion of complete or substantially complete existing buildings or is for the demolition and subsequent replacement of an existing house (provided it complies with Policy 8, criterion 4)); is for essential infrastructure, such as digital communications and electricity grid connection and no other suitable site is available; or is for development meeting a national requirement or established need if no other site is available. In all cases, development in the green belts must be of a scale and nature compatible with surrounding uses; maintain the setting and the key views to and from the historic core of St Andrews as appropriate; improve the landscape and environmental quality of the green belt; improve local infrastructure, which may include improving opportunities for public access between the town and countryside by linking green spaces; and, be of a high quality design.

2.5.3 As there are key planning permissions in place to justify the development of a golf course and clubhouse at this location, the principle of carrying out this form of development within the green belt and countryside has been established. The site, sitting within the boundaries of all the consented developments, are clearly linked in terms of location and purpose to the original consented development. The site occupies an area of land that has permission for redevelopment as a car park and vehicular access to the lower level access doors of the club house building. The development is therefore considered fully justified under FIFEplan Policy 7 as it relates to “outdoor recreation, tourism, or other development which demonstrates a proven need for a countryside location” and Policy 9 as a directly linked ancillary element to an approved “outdoor recreation use compatible with an agricultural or natural setting”.

2.5.4 Members should note that the earlier appeal (PPA-250-2259) to the DPEA against non-determination of the proposal for the clubhouse application (16/00127/FULL), the Reporter in upholding the appeal also concluded, when considering the green belt designation stated - *“In simple terms planning permission for the golf course and clubhouse was granted in outline prior to the green belt designation, and subsequent approvals of reserved matters which have been implemented have ensured that the permission remains extant in perpetuity, so only the renewal of the approval of the clubhouse details remain to be considered. It is therefore unlikely that the land would be returned to agricultural use”*. This again reaffirms the expectations of what was proposed and approved on site.

2.5.5 Concerns raised by third parties regarding the development of the St Andrews Greenbelt have been noted and considered but the proposal is not deemed to be contrary to the relevant policies aimed at protecting such designated areas for the following reasons outlined in this section of the report.

2.5.6 In this instance the proposal is considered acceptable as it would be directly associated with an approved outdoor recreation, play and sport/leisure and tourism use which can be supported in a rural and greenbelt location. In terms of being appropriately scaled and designed for a greenbelt site, that too is considered acceptable as outlined earlier in this report. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.6 Impact on Listed Building / Setting / Historic Gardens & Designed Landscape / Archaeology**

2.6.1 Under Section 59(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the planning application the Planning Authority should have special regard to the desirability of preserving a Listed Building or its setting or any features of special architectural or historic interest which it possesses.

2.6.2 NPF4 Policy 7 (Historic Assets and Places) aims to protect and enhance historic environment assets and places, and to enable positive change as a catalyst for the regeneration of places. Policy 7 Part (a) advises that development proposals with a potentially significant impact on historic assets or places will be accompanied by an assessment which is based on an understanding of the cultural significance of the historic asset and/or place. The assessment should identify the likely visual or physical impact of any proposals for change, including cumulative effects and provide a sound basis for managing the impacts of change.

2.6.3 NPF4 Policy 7 Part (b) advises that development proposals for the demolition of listed buildings will not be supported unless it has been demonstrated that there are exceptional circumstances and that all reasonable efforts have been made to retain, reuse and/or adapt the listed building. Considerations include whether the (i) building is no longer of special interest; (ii) the building is incapable of physical repair and re-use as verified through a detailed structural condition survey report; (iii) repair of the building is not economically viable and there has been adequate marketing for existing and/or new uses at a price reflecting its location and condition for a reasonable period to attract interest from potential restoring purchasers; or (iv) the demolition of the building is essential to delivering significant benefits to economic growth or the wider community.

2.6.4 NPF4 Policy 7 Part (c) advises that development proposals for the reuse, alteration or extension of a listed building will only be supported where they will preserve its character, special architectural or historic interest and setting. Development proposals affecting the setting of a listed building should preserve its character, and its special architectural or historic interest. Whilst Policy 7 (i) advises that proposals affecting nationally important Gardens and Designed Landscapes will be supported where they protect, preserve or enhance their cultural significance, character and integrity and where proposals will not significantly impact on important views to, from and within the site or its setting. Policy 7 (m) supports proposals which would sensitively repair, enhance and bring historic buildings, as identified as being at risk locally or on the national Buildings at Risk Register, back into beneficial use, whilst Policy 7 (o) advises on archaeological matters on non-designated sites and dealing with new archaeological discoveries.

2.6.5 The policies of the Development Plan follow on from the guidelines set out in Historic Environment Policy for Scotland (2019) document, which indicates that development that fails to preserve or enhance the character or appearance of the property should normally be refused planning permission. Development that does not harm the building or its setting should be treated as being one, which preserves the areas/buildings character or appearance. Consideration should also be given the Historic Environment Scotland guidance document New Development in Historic Settings (2010). In terms of the demolition aspect Historic Environment Scotland - Managing Change in the Historic Environment - Demolition of Listed Buildings (2019) provides guidance regarding the test to determine if demolition is to be considered acceptable or not. The merits for the demolition and rebuild of the farmhouse etc are covered in detail in the related LBC application 24/01719/LBC and its partner application 24/01717/FULL also included on this agenda for Members consideration. Historic Environment Scotland – Managing Change in the Historic Environment - Use and Adaptation of Listed Buildings (2019) also supports the sensitive reuse of listed buildings and provides further guidance in that regard within this guide.

2.6.6 Adopted FIFEplan Policy 1 (Part B (10)); Policy 10 (7); and Policy 14 (Built and Historic Environment) advise that proposals should safeguard the characteristics of the historic environment, proposals should not lead to a significant visual detrimental impact on their surrounds, and new developments must meet the 6 qualities of successful places - distinctive; welcoming; adaptable; resource efficient; safe and pleasant; and, easy to move around and beyond. Development proposals must meet a number of criteria including the avoidance of loss of valuable cultural, tourism and community resources. Further to this, Policy 14 also advises that development, which protects or enhances buildings or other built heritage of special architectural or historic interest, will be supported. Such interests in this instance include listed buildings or their setting (including structures or features of special architectural or historic

interest) as well as sites recorded in the Inventory Historic Gardens and Designed Landscapes and other non-inventory gardens and designed landscapes of cultural and historic value. Support will only be given if, allowing for any possible mitigating works, there is no adverse impact on the special architectural or historic merit of the building (statutorily protected or not). Further to this, all archaeological sites and deposits, whether statutorily protected or not, are considered to be of significance. If unforeseen archaeological remains are discovered during the development, the developer is required to notify Fife Council and to undertake the appropriate investigations.

2.6.7 As part of the application submission, the applicants lodged a Heritage Condition Survey Report in respect of the farmhouse and steadings. The report survey assessed these built heritage assets which in turn helped inform the design of this aspect of the overall proposal. The survey also assisted in determining the historical evolution of the steading as well as the structure and fabric condition of the assets. The report concluded that the traditional buildings were in poor condition and are suffering from a long-term lack of maintenance. Repairs to the 'B' Listed farmhouse are required to be carried out using traditional materials and methods and the reuse of good condition materials would be utilised. The underpinning of the existing original walls is proposed along with necessary structural and cosmetic repairs using best conservation methods and materials. New floors, timbers and partitions would use traditional materials; the original fenestration (north elevation) would be restored and a sympathetic glazed link would be formed to link the farmhouse to the bothy etc. New interior finishes would use traditional materials and designs typical of the farmhouse. Windows and doors would be refurbished where possible and if not then new traditional frames and profiles etc would be used in replacements. Overall, the Heritage Statement concludes that *...the proposals will preserve the identified character and special architectural/historic interest and save it from complete collapse and loss. While there will be some loss to the fabric and plan of the interior of the building, that loss is mitigated by the repair of the most important historic elements and provision of a long-term sustainable use for the building.* Further to that, the report also concludes that the proposed development is not anticipated to adversely impact the setting on neighbouring listed buildings or the Craigtoun Garden & Designed Landscape.

2.6.8 In assessing this proposal the Council's Built Heritage officers were consulted and advised that they are supportive of the approach to retain and repair the 'B' Listed farmhouse but do note that the proposed clubhouse, lodges will have a high level of visual impact on the character of the wider surrounding rural landscape beyond the immediate site and conflicts with national policy and legislation. Consideration should also be given to the potential cumulative impact the related applications would have on the overall Masterplan for the whole site.

2.6.9 In this instance the proposed clubhouse and other ancillary built structures proposed in this regard are considered acceptable as they would be suitably distant from the nearest listed buildings of Feddinch Farmhouse, Feddinch Cottages as well as the other built heritage assets noted at the start of this report not to affect their listed status nor impact on their own respective settings. Further to that the designated Gardens and Designed Landscapes site at Craigtoun as well as its important assets and vistas would also be approximately 650 metres distant from this site and therefore would not have an impact on that heritage asset. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard. It should also be noted that the current proposed clubhouse and related built structures on the hill would be more distant than the previously approved clubhouse which was located adjacent to the listed farmhouse and therefore that listed asset and its setting would be less affected.

## **2.7 Residential Amenity**

2.7.1 NPF 4 Policy 16 Part (g) whilst predominantly for householder development proposals advises that support will generally be given where proposals – (i) do not have a detrimental impact on the character or environmental quality of the home and the surrounding area in terms of size, design and materials; and (ii) do not have a detrimental effect on the neighbouring properties in terms of physical impact, overshadowing or overlooking. In this instance whilst

again the policy criteria relates to householder developments, these requirements are also considered materially relevant to protect the amenity of nearby sensitive receptors such as existing householders.

2.7.2 Fife Council's Planning Customer Guidelines on Daylight and Sunlight (2018) set out the standards for proposals to ensure that properties are not unacceptably overshadowed and that the levels of natural daylight reaching existing properties are not significantly diminished as a result of any proposed development

2.7.3 Adopted FIFEplan Policy 10 (Amenity) advises that development will only be supported if it does not have a significant detrimental impact on the amenity of existing or proposed land uses. Proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to air quality; contaminated and unstable land; noise, light and odour pollution or other nuisances; traffic movements; loss of privacy, sunlight and daylight; construction impacts; or the visual impact of a development on the surrounding area. Where potential amenity impacts are identified the relevant mitigation measures will be required to be implemented by the developer to an agreed timetable and specification. The actions required to mitigate or avoid amenity impact will vary according to the circumstances in each case but will include measures such as landscape buffer strips between incompatible uses, separation distances, noise attenuation screens or fences, and bunding.

2.7.4 In this instance relevant amenity issues will include noise, odour, impact of vibration, dust, privacy/ and daylight/overshadowing etc.

2.7.5 Members should note that the typical closest third party residential properties to the site, in order to give an indication of typical distances involved include:-

- No.2 The Walled Garden, Feddinch (approximately 140 metres south-east from the nearest element of any aspect of the golf course (i.e. part of tee, fairway, green or pin areas) or ancillary practice facilities and 280m south-west from the accommodation and lodge/spa/administration structures).
- Feddinch House (approx. 130m SE from play areas and 200m SW from built aspects).
- Birk Knowe, Feddinch (approx. 90m E from play areas and 110m SW from built aspects).
- Folly, Feddinch (approx. 130m S from play areas and 105m S from built aspects).
- Feddinch Mains and Brae Cottages (approx. 60m E from play areas and 260m E from built aspects).
- Cairnsmill Caravan site (approx. 180m NE from play areas and 125m SSW from built aspects).
- Lumbo Farmhouse/Steadings/Cottages (approx. 70m NE from play areas and 620m NW from built aspects).
- East Cottage, Craigtoun (approx. 300m W from play areas and 640m NW from built aspects).
- Gardeners Lodge, Craigtoun (approx. 340m W from play areas and 6100m NW from built aspects).
- Bayview, Denhead (approx. 300m SW from play areas and 730m SW from built aspects).

*All distances are approximate and property distances depicted are from buildings themselves to relevant noted part of the course, ancillary play aspect or built element noted above.*

2.7.6 NPF4 Policy 23 (Health and Safety) Part (b) advises that development proposals which are likely to have a significant adverse effect on health will not be supported whilst Part (d) advises that proposals likely to have a significant adverse effect on air quality will not be supported unlike proposals that would improve air quality. Likewise Part (e) advises that unacceptable noise issues will not be supported. Further to that the agent of change principle would apply to noise sensitive development. Air Quality and Noise Impact Assessments may be required.

2.7.7 PAN 1/2011 establishes the best practice and the planning considerations to be taken into account with regard to developments that may generate noise, or developments that may be subject to noise. Adopted FIFEplan Policy 10 advises that development will only be supported if it does not have a significant detrimental impact on the amenity of existing or proposed land uses. Proposals must demonstrate amongst others listed that they will not lead to a significant detrimental impact on amenity in relation to air quality; noise, odour or light pollution or other nuisances; traffic movements; or construction impacts. Overall, the policy aims to ensure new development is required to be implemented in a manner that ensures that existing uses and the quality of life of those in the local area are not adversely affected. If potential negative impacts are identified, development proposals may still meet the requirements of this policy if suitable mitigation is implemented. PAN 51 provides further guidance and advice regarding environmental protection and regulation. Fife Council's interactive guidance on Air Quality in Fife - A Developers Guide, also provides advice and guidance relating to air quality in the region.

2.7.8 In support of this application, the applicants have submitted a Scheme of Works outline plan covering the key construction impacts and general arrangements. The plan covers the proposed engagement with third party neighbours; compound arrangements; traffic and parking arrangements; site working hours; emergency procedures; site security measures; health and safety matters; temporary service arrangements; environmental and amenity protection issues; acoustic mitigation as well as the details relating to service infrastructure protections and improvements for the local area (e.g. water, power and communications); as well as the proposed construction phasing plan. The plan advises that compliance with all national applicable construction standards will be carried out at all times. The plan also advises that the anticipated site working hours for the construction phases would typically be 7am to 7pm on Mondays to Fridays with flexibility depending on the seasons to allow working in the daylight etc. The plan is clear to confirm that noisy activities during construction would not commence near adjacent properties before 8am. The 3 key programmed construction phases are proposed to be Phase 1 – Maintenance Area; Phase 2 – Restoration and development of the farmhouse and steadings; and Phase 3 the clubhouse, lodge, spa and cottages although some overlap may occur.

2.7.9 In terms of ensuring light pollution is not an issue, the D&AS advises that given some of the structures would be located at elevated locations and would be occupied at dusk/night times also the specifications for glazing, lighting and management systems would ensure that all lighting is atmospheric in character, designed to generate a subtle ambience as a discrete glow rather than direct, uncontrolled and noticeable bright light and can also be controlled through appropriate directional lighting units being used along with motion sensors and low-level lighting units etc.

2.7.10 Concerns raised by third parties regarding potential residential amenity issues related to the wider site (e.g. noise, privacy, light pollution and traffic noise etc.) have been noted and considered and are not deemed to be significant to raise any amenity issues for the following reasons outlined in this section of the report.

2.7.11 In this instance the proposal is considered acceptable as it was when the original Outline Planning Permission was approved and although some elements have been amended the scheme as it currently is proposed is considered to still be suitably scaled, positioned and distant with intervening natural screening implemented all to ensure there are no amenity issues as listed above occurring to the detriment of any of the nearby sensitive receptors/occupiers of third party properties. The clubhouse/spa/accommodation buildings would be set into the hill side so as to minimise their visual impact but also to ensure there would be no overbearing or overshadowing of adjacent third-parties. Primary windows would face away from third parties and any windows facing would be more than the minimum off-set distances to third parties and would be visually screened naturally as part of the boundary landscaping proposed. Vehicular movements would use a separate internal access road and junction from that serving the existing third-party residents so disturbance (and any related odour/air quality pollution) from vehicle movements would not directly affect residents. In terms of noisy activities, none are considered likely to affect third parties given the main use is a peaceful golf course with ancillary

elements such as a driving range being limited predominantly to the sound of golf balls being hit, associated lighting being positioned away from third parties and the clubhouse and related uses including access and service areas being suitably positioned or hidden to ensure sounds are contained and views hidden etc. Concerns raised regarding balls entering third party properties are noted but again unlikely given holes and the range have been positioned and directed in such a way to avoid such scenarios. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.8 Transportation / Road Safety**

2.8.1 NPF4 Policy 13 (Sustainable Transport) aims to encourage, promote and facilitate developments through the LDP that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably. Part (a) advises that proposals to improve, enhance or provide active travel infrastructure, public transport infrastructure or multi-modal hubs will be supported including providing for amongst others, electric vehicle charging infrastructure etc. Part (b) advises that support will be given where it can be demonstrated that transport requirements generated have been considered in line with sustainable travel and investment hierarchies and where appropriate they will amongst others listed provide direct, easy, segregated and safe links to local facilities via walking, wheeling and cycling networks before occupation; will be accessible by public transport; integrate transport modes; provide low or zero-emission vehicle and cycle charging points; supply safe, secure and convenient cycle parking to meet the needs of users; and designed to incorporate road and pedestrian safety needs and measures including reducing vehicle numbers and speeds; and adequately mitigate any impact on local public access routes etc.

2.8.2 NPF4 Policy 13 Part (c) also advises that Transport Assessments will be needed where proposal will generate a significant increase in number of person trips, whilst Part (d) advises that development proposals for significant travel generating uses will not be supported in locations which would increase reliance on the private car, taking into account the specific characteristics of the area. Further to these Travel Plans with supporting planning conditions/obligations may be necessary (Part (f)) and proposals with the potential to affect the operation and safety of the Strategic Transport Network will be fully assessed (Part (g)). NPF4 Policy 18 (Infrastructure First) Part (b) advises that impacts of development proposals on infrastructure should be mitigated and as such proposals will only be supported where it can be demonstrated that provision is made to address the impacts on infrastructure. PAN 75 also provides further guidance and advice on transportation matters.

2.8.3 FIFEplan Policy 1 Part B criterion 1 requires new development to address its local impact on local infrastructure. Policy 1 Part C criterion 2 requires a proposal to include measures to mitigate expected increased traffic levels. Whilst Policy 3 advises that development must be designed and implemented in a manner that ensures it delivers the required level of infrastructure and functions in a sustainable manner. Where necessary and appropriate as a direct consequence of the development or as a consequence of cumulative impact of development in the area, development proposals must incorporate measures to ensure that they will be served by adequate infrastructure and services with a timetable for delivery identified if additional infrastructure and services are required. Such infrastructure and services in this instance include; local transport and safe access routes which link with existing networks including walking and cycling; and green infrastructure and green network requirements. Where these infrastructure and service requirements require a maintenance agreement, these will be agreed prior to the commencement of the development. Policy 3 also advises that development proposals must demonstrate how they will provide footpaths, cycleways and roads designed for all users which integrate in with existing footpaths, cycleways and roads and link with existing or planned transport networks; address any impacts with regards to road safety; and address any impacts on the local networks etc. Once impacts have been identified (possibly through Transport Assessments), mitigation must be identified and agreed prior to an application being determined. Fife Council's Transportation Development Guidelines, as an Appendix to Making Fife's Places, set out the technical requirements new development must achieve in order to ensure road safety is built into the design of new transport infrastructure.

2.8.4 FIFEplan Policy 4 (Planning Obligations) recognises that developments may result in a cumulative impact on strategic transport infrastructure within their vicinity. It provides a policy mechanism to ensure a proportionate financial contribution can be secured from such developments to fund improvements to the transport network that have been identified as necessary to support planned growth. In this instance the site falls out with any identified strategic transport intervention / infrastructural requirement and thus a developer obligation/commitment is not required in that regard.

2.8.5 In support of this proposal the applicants have submitted a Transport Statement report and a separate Travel Plan document. The statement report advises that it is expected that development would be seasonal with anticipated opening from May to October and the course operational daily between 07:30 and 19:30. Approximately 120 staff would be employed at the operational stage with a 2-shift pattern introduced with one shift (60 staff) running from 05:30 and a shift change at 14:00/15:00 and second shift (60 staff) finishing at approximately midnight. Guests would predominantly arrive by private shuttle and staff typically via a staff shuttle arrangement although the applicants intend to provide staff accommodation for up to 48 staff members in the St Andrews area with designated pick-up/drop-off points defined. Pedestrian access demand is anticipated to be negligible. Staff offices and facilities would be located at the northern part of the site and internal access routes would then be used to reach work locations etc. Cycling and cycling facilities (including changing rooms and lockers along with covered bike storage facilities) for staff will also be encouraged/provided. Guest access would be via a dedicated existing priority junction and would be separate from the nearby access serving the residents at Feddinch itself. In terms of on-site parking, it is proposed to provide 30 guest parking spaces (24 general spaces and 6 accessible bays – managed via a valet parking system) and 88 vehicle spaces at the northern site (73 general spaces and 5 accessible spaces). Electric vehicle charging facilities are proposed for guests and staff. The Statement report also included a detailed breakdown analysis by transport mode type and confirmed that a Travel Plan Co-ordinator would be appointed and made responsible of the implementation and monitoring of the measures set out in the Travel Plan.

2.8.6 In terms of travel demands and vehicle trips the Transport Statement advises that for guests the vast majority would arrive via private transfer (85%) with 15% arriving by private vehicle. Based on 88 rooms on site and an average guest stay of 5 nights (typically 85% of guests stay for that period) it is therefore anticipated that the average number of private transfer trips per day would be approximately 5 with the maximum being 20 shuttle trips if a full occupation changeover occurs. For private guest vehicles arriving on site this is estimated to be 2-5 vehicles per day, In terms of staff trips/movements, as no staff will stay on site and an estimated 40% of the workforce would be provided with accommodation within the St Andrews area and a staff shuttle would be provided it is expected the maximum number of private vehicle trips for staff would be approximately 30 with each shift (30 arrivals and 30 departures during shift changes)a maximum 60 spaces would be required for a short period during the changeover. Staff will also be actively encouraged to consider car sharing and cycling where possible to do so. Given shift times the vast majority of trips would be outwith normal peak periods. The outcome of the Statement report assessment is that the proposal would have no impact on the operation of the surrounding road network during these times. No events are proposed to be held at the site so there will be no travel demands in that regard. Outwith the site boundary it is proposed to form two bus stops on the A915 near the entrance to the agronomy/maintenance facility (one on each side of the road with appropriate footway links from the access point). These elements would be covered off separately from the planning permission under Section 56 of the Roads (Scotland) Act 1984, as amended. Details have been forwarded to the Council's Transport Development Management officers who would deal with any future s.56 submission and they have intimated that they have no objections to this element of the scheme.

2.8.7 The Travel Plan document advises that the plan has been prepared to assist with the management of the resort in encouraging sustainable travel choices for staff. The benefits of the plan would reduce carbon emissions; promote more sustainable travel; provide a more attractive and safer development by reducing car usage; improve staff health; and improve the



knowledge of staff in relation to travel options. The scope of the plan covers a 10-year period (2024-2034) as per previous consent requirements with anticipated reviews every 3-years to reflect any changes in behaviours, travel choices or policy. The target aims for staff would be travel by shuttle transport (50%), Cycle (3%), Public Transport (5%), Car Share (32%) and self-drive (10%). A Travel Plan Co-ordinator would be responsible for maintaining, implementing and reviewing the plan. Information on Active Travel, Public Transport options, vehicle use as well as the availability of the shuttle service would be made available to staff and some aspects (shuttle and active walking/cycling routes locally) for guests. The plan implementation strategy, communication/marketing/promotion as well as the monitoring of usage and travel behaviours will also be recorded, reviewed, and help inform future reviews and the document submitted provides more detailed information on how the Travel Plan could be implemented.

2.8.8 In terms of public transport provision currently, the X58 (St Andrews – Leven – Kirkcaldy – Dalgety Bay – Ferrytoll P&R – Edinburgh) bus service runs along the adjacent A915 public road to the east and is sometimes rebadged as the limited X60/X60A/X61 which often involves a change mid journey, typically in Leven. The service currently is predominantly an hourly service starting a full service from 06:00 to 19:55 (Monday to Friday) 07:25 - 19:55 (Saturday) and 10:10 – 18:20 St Andrews - Edinburgh route, and 06:50 to 16:55 (Monday to Friday) and 07:20 to 16:55 (Saturday) and 08:50 to 15:15 (Sunday) in the return direction. The journey typically takes 2.5 to 3 hours approximately. Some more frequent services options are available mostly during peak periods and there is also the Leven to St Andrews bus services (Service No.95) which again is typically hourly but it does not travel directly past the entrance to the site so would require further transport mode between the town and the site some 10 minutes away. The site itself does not currently have a designated bus stance in either direction at the site entrance and there is no designated footpath all the way from the site entrance to the nearest stop at Cairnsmill Caravan Park approximately 1,200 metres distant. The nearest railway station is Leuchars some 7 miles distant one way by road. In the submitted Planning Statement it is indicated that the formation of a new bus stance on the A915 could be delivered as part of this proposal if required. In the Travel Statement it is also acknowledged that some of these service times would not suit some of the shift times.

2.8.9 Fife Council Transportation Development Management (TDM) officers were consulted and advised that they have no objections to the proposal (in terms of road safety and potential impacts on the roads network and wider related infrastructure) provided the recommended off-street parking and visibility splay conditions are imposed on any future planning decision notice. Further to that, officers have also advised that the applicant should be reminded that a Vehicle Access Permit (under Section 56 of the Roads (Scotland) Act 1984) will be required. In this instance the recommended standard conditions have been included in the draft list at the end of this report and the Section 56 matter can be included as an 'Advisory Note' to the applicant at the end of the decision notice.

2.8.10 Members should note that as part of the previously Approval of Reserved Matters (ARM) detailed planning application from 2005 (05/00471/EARM), which followed on from the earlier Outline Planning Permission (03/03525EEIA) a planning condition was included requiring the formation of a 1.8m wide footway along the A915 site frontage from the main entrance junction northwards to the Q15 Balone Road. In assessing this amended proposal, TDM officers have noted that the staffing hub element of this new proposal would be located to the northern end of the site rather than being more centrally located as is was previously. On that basis they are recommending that a similar 'countryside style' footway be provided but should instead run from the access junction and proposed new bus stances, near the agronomy/maintenance facility aspect of the scheme (including the new staff hub), approximately 150 metres northwards to the Balone road junction. This would allow users the ability to link up with designated access and Core Path routes as well as accessing paths near Cairnsmill and Cairns Den to the north. Such a requirement has been included as a condition for Members consideration.

2.8.11 Concerns raised by third parties regarding road safety, road speeds, vehicle numbers and potential impacts on the road network infrastructure as a whole have been noted and considered and the proposal is considered acceptable by the Council's Transportation

Development Management Team as noted above and therefore the proposal in that regard is considered supportable for the following reasons outlined in this section of the report.

2.8.12 In this instance the proposal is considered acceptable as it would again be of a similar scale to that previously approved and as such is not deemed to raise any road safety issues provided the recommended off-street parking and visibility splay conditions are included in any future decision notice. Further to that, the existing road network infrastructure is deemed more than sufficient to accommodate the periodic vehicle movements/numbers proposed; the proposed access arrangements are deemed acceptable; turning areas and off-street parking provision as well as charging points would meet accepted standards. It is also considered that a suitable green Travel Plan is proposed, which would actively encourage staff to use the proposed shuttle transport arrangements as well as promoting car sharing/use of alternative non-motorised modes of transport and this would be monitored and reviewed and can be conditioned as would the need for the site frontage footway along the A915. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.9 Flooding and Drainage / Water Quality**

2.9.1 NPF4 Policy 18 (Infrastructure First) Part (b) advises that impacts of development proposals on infrastructure should be mitigated and as such proposals will only be supported where it can be demonstrated that provision is made to address the impacts on infrastructure. NPF4 Policy 22 (Flood Risk and Water Management) advises that development proposals at risk of flooding or in a flood risk area will only be supported if they are for – (i) essential infrastructure where the location is required for operational reasons; (ii) water compatible uses; (iii) redevelopment of an existing building or site for an equal or less vulnerable use; or. (iv) the redevelopment of previously used sites in built up areas where the LDP has identified a need to bring these into positive use and where proposals demonstrate that long-term safety and resilience can be secured in accordance with relevant SEPA advice. Further to these, Policy 22 Part (c) advises that development proposals will - (i) not increase the risk of surface water flooding to others, or itself be at risk. (ii) manage all rain and surface water through sustainable urban drainage systems (SUDS), which should form part of and integrate with proposed and existing blue-green infrastructure. All proposals should presume no surface water connection to the combined sewer; (iii) seek to minimise the area of impermeable surface. Policy 22 Part (d) advises that development proposals will also be supported if they can be connected to the public water mains. If connection is not feasible, the applicant will need to demonstrate that water for drinking water purposes will be sourced from a sustainable water source that is resilient to periods of water scarcity.

2.9.2 The Scottish Government Planning Advice Note on Flood Risk and PAN 61 and PAN 79 provide further advice and guidance on water, drainage and flooding issues. Further guidance is provided by the Scottish Government through Delivering Sustainable Flood Risk Management and Surface Water Management Planning Guidance. These documents provide guidance on the application of the Flood Risk Management (Scotland) Act 2009 which places a duty on local authorities to calculate and mitigate flood risk.

2.9.3 FIFEplan Policy 1 (Part B (8) and Part C (5)) and Policy 3 (Infrastructure and Services) of FIFEplan advise that development must be designed and implemented in a manner that ensures it delivers the required level of infrastructure and functions in a sustainable manner. Where necessary and appropriate as a direct consequence of the development or as a consequence of the cumulative impact of development in the area, development proposals must incorporate measures to ensure that they will be served by adequate infrastructure and services with a timetable for delivery identified if additional infrastructure and services are required. Such infrastructure and services in this instance include foul and surface water drainage including Sustainable Drainage Systems (SuDS). Policy 3 also advises that in terms of foul water drainage development will be required to show how it links to the drainage system to the acceptance of the relevant service provider or provides an appropriate private system which must also prevent any flooding or pollution and be adequately maintained. In terms of

surface water drainage, proposals must demonstrate that the development can accommodate the requirements of any drainage strategies, have sufficient space to accommodate the sustainable drainage within the site, and include an appropriately designed system.

2.9.4 Policy 12 (Flooding and the Water Environment) of FIFEplan advise that proposals will only be supported where they can demonstrate amongst others that they will not, individually or cumulatively increase flooding or flood risk from all sources (including surface water drainage measures) on the site or elsewhere; nor would it detrimentally impact on ecological quality of the water environment. To ascertain the impact on flooding, developers may be required to provide a flood risk assessment addressing potential sources of flooding and the impact on people, properties, or infrastructure at risk. In this instance the site is not recorded as being at or likely to cause a flood risk locally.

2.9.5 Fife Council's guidance 'Note on Flooding and Drainage Issues in Relation to Planning and Development' provides further local advice on these issues as well as providing guidance to avoid creating new issues on development sites.

2.9.6 The applicants have submitted a Flood Risk Assessment (FRA) as well as a Surface Water Management Plan (SWMP).

2.9.7 In summary, the FRA notes that the proposed clubhouse and lodges are located outwith the limits of flooding on SEPA maps and are not located close to a watercourse. Some localised surface water flooding was noted in the vicinity of the farm steading and can be dealt with through a SWMP scheme whilst the proposed maintenance facilities and their vehicular access point are located close to the Cairnsmill Burn and local field drains (including their associated culverts) but have been designed with elevated ground floor/site levels to ensure they would not be at risk of flooding nor cause further flooding outwith the site and would meet national standards including a precautionary allowance for climate change.

2.9.8 With regards to the submitted SWMP, the report concludes that the implementation of a SuDS scheme on site would attenuate flows and reduce peak discharge and volume of surface water to Cairnsmill Burn thus meeting required technical standards. Drainage of the golf course play areas would also connect into the site wide network with attenuation ponds providing a storage capacity volume of approximately 19,700m<sup>3</sup>.

2.9.9 In assessing this proposal Scottish Water were consulted and officers advised that they had no objections. Officers advised that there is sufficient capacity at the Lomond Hills Water Treatment Works to service this development. Officers also advised that private water treatment options should be explored by the developer and surface water should be dealt with by the operator as Scottish Water will not except surface water connections into the combined sewer system unless by exception.

2.9.10 The Scottish Environment Protection Agency (SEPA) were also consulted and advised that they had no objections to the proposal on the grounds of flood risk or Flood Risk Assessment submitted. Officers noted that SuDS would be used thus reducing water collection on nearby drains/field drains; the maintenance facilities (closest to a nearby small watercourse) would be built with sufficient finished floor and ground levels not to cause or be affected by flooding; the other built elements including the clubhouse and accommodation etc. are proposed in elevated locations and are sufficiently horizontally and vertically separated from small watercourses.

2.9.11 Fife Council's Flooding, Shoreline & Harbours officers have no objections in terms of flooding matters and earlier concerns regarding the Surface Water Management aspects of the proposal related to the need for some additional clarity on some technical aspects relating to discharge and confirmation regarding the use of permeable/impermeable surfaces. Addition details were submitted by the applicants agent to the satisfaction of officers who have now confirmed the proposal would meet the relevant technical and design requirements in this regard.

2.9.12 Concerns raised regarding the potential for the water feature near the residential properties at Feddinch to flood have been noted but the water levels would be regularly monitored to ensure this does not occur. Concerns raised regarding the amount of water needed to irrigate a golf course have been noted by the applicants and this is factored into the

number and capacity of the water features which would be used to irrigate the course. In terms of impacts on water supply and pressures etc, Scottish Water have not raised any objections and any shortfalls would be addressed between the operator and the service supplier.

2.9.13 In this instance the proposal is considered acceptable as it would be designed to ensure it was not at risk from flooding and it itself would not cause flooding elsewhere. Suitable drainage and water collection arrangements are proposed and there is sufficient water provision as well as capacity in terms of water treatment at the closest water treatment works at Lomond Hills. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.10 Contaminated Land and Air Quality**

2.10.1 PAN 33 stresses the need to ensure that land is made suitable for the proposed new use and that this is the responsibility of the Planning Authority. This should be done through a requirement on application to include suitable remediation measures and this can usually be controlled through the imposition of suitable conditions. NPF4 Policy 23 (Health and Safety) does not support proposals that will have a significant adverse impact on health and safety (including aspects such as land and air quality). Adopted FIFEplan Policy 10 (Amenity) advises that development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to air quality as well as contamination and unstable land issues amongst other amenity issues listed. Fife Council's Advice for Developing Brownfield Sites in Fife (2018) also provides advice and guidance relating to the standards and key considerations when developing previously developed sites.

2.10.2 In this instance over half of the site lies outwith the Coal Authority Consultation zone and part of the northern half lies within a defined 'Low Risk Area' but the northern corner of the site near Lumbo lies within a 'High Risk Zone'.

2.10.3 Given the above and as part of the application submission, the applicants have submitted a Coal Mining Risk Assessment Report which has noted some legacy mining records relating to a mine shaft at the northern corner of the site near Lumbo but that there has been no recent activity of that nature. The findings indicate that workings were likely shallow and related to the extraction of limestone rather than coal therefore it is recommended that further investigative trials and probe drilling be carried out prior to consolidating works potentially through drilling, grouting and capping of the shaft.

2.10.4 The applicants have also submitted a Ground Investigation Report, which in summary terms advises that there are no environmental issues relating to the maintenance area and farmhouse/steading area, however the clubhouse and associated accommodation does require basic Radon protection and verification sign-off.

2.10.5 The Coal Authority (now known as Mining Remediation Authority - MRA) initially advised that they had a 'substantive concern' regarding a small area of the site (around the 6<sup>th</sup> hole area) as it falls within the High Risk area and therefore a Coal Mining Risk Assessment should be carried out and where necessary mitigation proposed to address any areas of instability found. The MRA also advised that this could include further intrusive investigations on that part of the site to ensure the planning authority has sufficient information to determine the application. In response, such an assessment was carried out by the applicant's geo-environmental and minerals specialist and a report submitted. The report concluded that as this part of the development involves a golf course it is likely that groundworks would cause minimal disturbance of the ground however some potential mining legacy issues were identified in the form of a potential mine entry along with some potential underground mining at shallow depths. Therefore to ensure these are appropriately dealt with further detailed (trial excavation) investigations will be required. Consolidation works could include potential drilling, grouting and capping of the shaft in consultation with the MRA and local Planning Authority. In this instance the detailed Coal Mining Risk Assessment is considered by this planning authority to be acceptable given the type of development proposal and the mitigation measures recommended.

2.10.6 Fife Council's Land and Air Quality (L&AQ) team have advised that they had no comments to make with regards to air quality. In terms of the golf course they noted that two small areas of the site have been subject to quarrying activities in the past and one mineshaft is believed to be present therefore in the event that any unexpected materials or conditions occur then works should cease and the relevant authorities notified along with appropriate recommendations for mitigation measures. In terms of the main building aspects, they noted the ground investigation has noted no significant issues and with regards to potential Radon, the structures would not be within noted zones but officers also noted that the Council's Building Standards & Public Safety team would advise on appropriate radon protection measures etc during the later Warrant processes. In conclusion, the L&AQ team recommended that 3 standard conditions be applied, and should Members be mindful to approve the application these recommended conditions have been added to the below recommendations. Members should also note that the applicant's agent, in consultation with their specialist consultee, has advised that should the location of the main building element be proposed to be repositioned in the future then further surveys would be carried out prior to seeking any future Non-Material Variation requests or further full planning permission submissions and would include the appropriate mitigation if deemed necessary.

2.10.7 In this instance the proposal is considered acceptable in terms of land quality provided the 3 recommended standard conditions are included, should Members be minded to approve the application. In terms of ground stability, the site as a whole is considered acceptable for the development types proposed. In terms of the ground stability within the small area where mining legacy issues have been noted, these too can be managed as per the recommendations of the submitted Coal Mining Risk Assessment report and as such a condition has been included to ensure further detailed surveying and appropriate mitigation is carried out on site and in consultation with Fife Council and the MRA. In terms of air quality, the proposal as a whole is considered to be a good air quality land use given the nature of the scheme and the proposed use of low carbon technologies as well as the operational measures proposed. Overall, the proposal is located on land where it appears there would be no materials or gases etc likely to have any detrimental effect on human health however a further survey should be carried out to verify (or include appropriate remediation measures) the safe development of the site. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.11 Natural Heritage and Trees**

2.11.1 NPF4 Policy 3 (Biodiversity) supports development proposals that will contribute to the enhancement of biodiversity, including where relevant, restoring degraded habitats and building and strengthening nature networks and the connections between them and should also integrate nature-based solutions where possible. Proposals for major development will only be supported where it can be demonstrated that the proposal will conserve, restore and enhance biodiversity so that they are in a demonstrably better state than without intervention and this will include future management. Further to that, proposals must demonstrate that the proposal is based on an understanding of the existing characteristics of the site and its local, regional and national ecological context prior to development; nature based solutions have been integrated and made best use of; potential negative effects will be fully mitigated; significant biodiversity enhancements are provided in addition to any proposed mitigation; and local community benefits of the biodiversity and/or networks have been considered. Overall, any potential adverse impacts, including cumulative impacts, of development proposals on biodiversity, nature networks and the natural environment will be minimised through careful planning and design and will take into account the need to reverse biodiversity loss, safeguard the ecosystem services that the natural environment provides, and build resilience by enhancing nature networks and maximising their potential for restoration.

2.11.2 NPF4 Policy 4 (Natural Places) advises that Local Development Plans will identify and protect locally, regionally, nationally and internationally important natural assets, on land and along coasts. Policy 4 Part (a) advises that development proposals, which by virtue of type, location or scale will have an unacceptable impact on the natural environment, will not be

supported. Amongst various Policy 4 sub criteria listed to protect specific natural asset types the most relevant to this proposal would be Parts (d) and (e). Part (d) advises that development proposals that affect a site designated as a local nature conservation site or landscape area in the LDP will only be supported where development would not have significant adverse effects on the integrity of the area or the qualities for which it has been identified; or any significant adverse effects on the integrity of the area are clearly outweighed by social, environmental or economic benefits of at least local importance. Whilst Part (e) of Policy 4 aims to ensure the precautionary principle is applied if applicable. Policy 4 Part (f) only supports proposals that are likely to have an adverse effect on species protected by legislation, where the proposals meets the relevant statutory tests. If there is reasonable evidence to suggest that a protected species is present on a site or may be affected by a proposed development, steps must be taken to establish its presence. The level of protection required by legislation must be factored into the planning and design of the development, and potential impacts must be fully considered prior to the determination of any application. PAN 51 and 60 also provide further advice and guidance on environmental protection and natural heritage issues.

2.11.3 NPF4 Policy 6 (Forestry, Woodland and Trees) advises amongst various criteria listed that development proposals that enhance, expand and improve woodland and tree cover will be supported and any development proposals involving woodland removal will only be supported where they will achieve significant and clearly defined additional public benefits in accordance with relevant Scottish Government policy on woodland removal. Where woodland is removed then compensatory planting will most likely be expected to be delivered.

2.11.4 FIFEplan Policy 1 Part B criterion 9 aims to protect against the loss of natural resources whilst Policy 13 advises that proposals will only be supported where they protect or enhance natural heritage and access assets including amongst those listed, woodlands, trees and hedgerows that have a landscape, amenity or nature conservation value; would provide enhanced biodiversity in the wider environment; protects any recorded priority habitats and species; protects and enhances the landscape character and views etc. Where adverse impacts on existing assets are unavoidable support will only be given to proposals where these impacts will be satisfactorily mitigated. Development proposals must provide an assessment of the potential impact on the natural heritage, biodiversity, trees and landscape and include proposals for the enhancement of natural heritage and access assets as detailed in Making Fife's Places Supplementary Guidance. Fife Council's Making Fife's Places also advises that proposals should, amongst a range of subject matters, consider ecological and natural heritage impacts from the outset and demonstrate, where appropriate, that appropriate mitigation has been designed in.

2.11.5 FIFEplan Policy 13 advises that woodlands, trees, and hedgerows that have a landscape, amenity, or nature conservation value should be protected. Fife Council's Making Fife's Places (2018) states that where an existing tree is to be retained on a development site, or existing trees are identified on an adjacent site, no new buildings should be built within two thirds of the falling distance of the tree at its final canopy height. Appendix D sets out the information to be submitted with a planning application in regard to trees, including an Arboricultural Impact Assessment, Tree Protection Plan, Arboricultural Method Statement and Landscape Plan.

2.11.6 In support of this proposal, the applicants have carried out and submitted an Ecological Impact Assessment and Biodiversity Net Gain Report, which advises that habitat and species/protected species surveys were carried out at both desk top level as well as on site directly. Various habitat types were noted on site which consisted of poor semi-improved grassland; dense and scattered scrub; broadleaved semi-natural woodland; standing water and areas of bare ground with the site as whole largely made up of rank, species poor semi-improved grassland. Activity attributed to protected species such as badgers, otters, bats was also recorded on site. Bird surveys identified 36 species including some Red List species such as Skylark, Yellowhammer and Linnet were also noted on site as were 2 wader species (Common Sandpiper and Snipe) and 4 raptor species including Barn Owl although no breeding evidence was found in that regard.

2.11.7 The submitted report also lists recommended mitigation measures which include dust pollution being minimised; trees identified for retention should be retained and protected; Bat licence and bat roost bricks should be integrated into buildings; lighting should be kept to a minimum and not excessively spill and comply with Artificial Lighting at Height guidance. Further to that, landscaping and new tree planting should be carried out using appropriate species types as well as providing habitat and species corridors; appropriate licence(s) should be sought from NatureScot for any works proposed within 30 metres of any badger setts and up to 100m for works deemed disruptive under the Protection of Badgers Act (1992); works within 30 metres of otter resting-up sites should be subject to pre-works checks and if being used then an appropriate licence sought from NatureScot. In addition, searches for amphibians and reptiles should be undertaken prior to any water course/features/associated habitat clearances and any amphibians caught should be translocated to a retained waterbody; a Barn Owl Species Protection Plan (SPP) will be required as will compensatory measures incorporated into the new development to mitigate for the loss of an existing Barn Owl roosting site and this should include suitable nesting boxes (to be erected on/in buildings or trees) as well as retaining mature trees as suitable hunting perches; bird nest boxes (especially for those of conservation concern) should be installed on new buildings; and, if the works commence more than 18 months from these surveys then updated surveys should be undertaken. With these recommended mitigation measures carried out, the report concludes that the proposal would have no significant adverse effects in this regard. Equally consideration was given to the potential effects on the local wildlife sites including the overlapping Dukes Golf Course Wildlife Site where it was also concluded that the proposal with mitigation would have no significant adverse effects predicted on the designated site or listed woodland with a potential minor positive impact predicted for the designated site although not expected to be significant in nature. Overall, the projected bio-diversity metric predicts an almost 75% net gain in biodiversity (habitat units) if the proposal is developed as proposed and a significant gain in hedgerow units would also result to the betterment of the local environment as well as for a wider range of species.

2.11.8 The submitted report advises that consideration was given to the requirements contained within the Habitats Directive (92/43/EEC); Conservation (Natural Habitats etc.) Regulations 1994 (as amended in Scotland); the Conservation of Habitats and Species Regulations (2010) (as amended); the Bern convention (1979) (Convention on the Conservation of European Wildlife and Natural Habitats); the Wildlife & Countryside Act (1981); Nature Conservation (Scotland) Act (2004); the Wildlife & Natural Environment (Scotland) Act (2011) (as amended in Scotland); the Protection of Badgers Act (1992) (as amended in Scotland); EU Directive 2009/147/EC on Conservation of Wild Birds; and the Birds of Conservation Concern 3 (2015) document; notable species and habitats as listed on the UK Post-2010 Biodiversity Framework (formerly the UK Biodiversity Action Plan); as well as other key planning policy guidance documents. Further to these, consideration was also given to other regional and local designations and ecological / ornithological priorities/biodiversity action plans.

2.11.9 The applicants have also submitted a detailed Landscape Specification Report and plan for the non-course and amenity landscaping areas; which has been planned based on the character and design intent for each designated area within the site as well as outlining the species types proposed for each zone; a bespoke maintenance regime and schedule for each zone as well as outlining the long-term proposed management plans for assets such as woodland and trees.

2.11.10 The applicants have also submitted a Tree Constraints and Survey Plan which advises that approximately 2 small woodland edge areas; 20 small groups and 33 individual trees are proposed to be felled, of which some are located within the ownership of a neighbouring landowner and these are all detailed in the submitted arboriculturalist Tree Condition Report, which also provides recommendations and mitigation as appropriate. Replanting and new planting also form part of the proposal as part of a compensatory scheme as well as for ecological and landscape purposes too. Removals are also proposed within groups where their loss would also enhance the longevity of the remaining trees as well as ensuring trees already noted as diseased do not contaminate nearby healthy trees.

2.11.11 In assessing this proposal NatureScot were consulted and advised that the proposal does not affect any nationally important protected area or raise any natural heritage issues of national interest and therefore they had no comments to make.

2.11.12 In assessing this proposal the Council's Natural Heritage officer was consulted and advised that the required documents and assessments have been provided as have mitigation and enhancement measures. Officers noted that some of the planting species proposed are not deemed wholly native to Scotland and should be substituted accordingly with an appropriate native variant and the use of some cultivars (a human bred plant variant) are also recommended to be avoided as are some species deemed invasive or inappropriate all of which can be agreed as part of a condition to ensure an amended detailed Landscape Plan is submitted for the Council's prior written approval. Overall, the Natural Heritage officer has no objections to the proposal in this regard.

2.11.13 Fife Council's Tree Officer was also consulted and they noted the proposed tree felling and works proposed and advised that those listed for removal are typically smaller in height and younger and do not constitute significant landscape features, are of poorer condition meaning shorter life expectancy or are showing signs of Ash Dieback. Officers noted that whilst these removals are fairly numerous their loss will cause minimal impact in terms of environmental effect and as they are not concentrated to one specific area, their quality is poor and the accompanying landscape plans being extensive, their loss will not contribute to the fragmentation of the woodland habitat and will deliver compensatory planting (containing a good range and mix and height of species) in line with national and local policies and will help enhance the habitat ranges and ecotones which support biodiversity. With regards to the proposed landscaping plans, officers have noted that the comprehensive plan includes a species mixture which includes a good diverse range of broadleaf species etc. which is in line with the Scotland Forestry Strategy 2019-2029, in terms of utilising diversity to bolster adaptability and resilience to climate change and novel pest and disease. Overall, these diverse species selection will also contribute to visual interest and amenity of the site and its surrounds. The comprehensive landscape layout shows where different woodland blocks would be planted and demonstrates a contiguous woodland belt around the perimeter of the site would be created which should provide cover as well as habitat connectivity and fauna movement between ancient woodland blocks out with site boundaries. A tree protection condition should be included to ensure retained trees are appropriately protected. A draft condition has been included should Members be minded to approve the application.

2.11.14 In terms of third party concerns regarding impacts on the natural heritage, habitats, species (protected and non-listed) etc, these have all been considered and specialists consultees have not raised any concerns in this regard provided their recommendations are included in any future decision notice should Members be minded to approve the application.

2.11.15 In this instance the proposal is considered acceptable as the proposed works are deemed justified as is the proposed compensatory tree planting regime proposed. Ultimately the works and proposed Management Plan would improve the environment for the remaining trees and improve the visual character of this part of the site frontage as well as help enhance the biodiversity, range of habitats as well as habitat links and enhanced species corridors and landscape enhancements. Whilst the loss of trees is regrettable it is considered the justification for their loss (to eliminate the spread of Ash Dieback; to improve the environment for the remaining trees etc.) is acceptable and supportable given there would be extensive compensatory replanting and additional landscaping using appropriate species, all of which would enhance the biodiversity, range of habitats as well as habitat links and enhanced species corridors and landscape enhancements.

2.11.16 In terms of species protection, the proposal would not significantly impact on recorded species present and where sensitive/protected species are noted added protections would be given through appropriate licensing and Protection Plans agreed with NatureScot. Overall, the proposal and particularly the tree planting/management as well as the extensive natural landscaping and associated planting proposed would enhance and expand the range of potential habitats than were present previously and would by default expand the range of



species that would use the site in future years. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.12 Access / Rights of Way / Outdoor Recreation / Green Network**

2.12.1 NPF4 Policy 20 (Blue and Green Infrastructure) advises that LDPs should safeguard access rights and core paths, including active travel routes as well as encourage new and enhanced opportunities for access linked to wider networks and especially those where they are responding to local circumstances. Further to this, designs should take account of existing provision, new requirements and network connections as identified, to ensure proposed blue and /or green infrastructure is of an appropriate type(s), quantity, quality and accessibility and is designed to be multi-functional and well-integrated into the overall proposals. New and enhanced blue and/or green infrastructure should be effectively managed with maintenance plans in place to ensure their long-term delivery and upkeep as well as defining the parties responsible etc. Policy 21 does not support the loss of outdoor sports facilities unless specific criteria are met but conversely supports new or enhanced play or sport facilities provided they are effectively managed and maintained to ensure their long-term delivery and upkeep as well as defining the party or parties responsible for these. Policy 23 (Health and Safety) also supports proposals that will have positive effects on health and incorporate opportunities for exercise amongst others listed.

2.12.2 FIFEplan Policy 1 Part C (4) requires developments to provide green infrastructure in accord with the Green Network Map. Policy 3 of FIFEplan advises that development must be designed and implemented in a manner that ensures it delivers the required level of infrastructure and functions in a sustainable manner. Such infrastructure and services in this instance include green infrastructure and green network requirements. Where these infrastructure and service requirements require a maintenance agreement, these will be agreed prior to the commencement of the development. Policy 3 also advises that the loss of valuable infrastructure will not be supported where it would result in the loss of viable and valuable cultural, tourism or community resources; and the loss of existing or proposed open space unless equivalent or better alternative provision will be provided in a location convenient for users. Development proposals must demonstrate how they will provide footpaths, cycleways which are designed for all users and integrate and link with existing or planned networks. FIFEplan Policy 10 (Amenity) advises that outdoor recreation and open space provide important amenities which should be protected and enhanced. Policy 13 (Natural Environment and Access) also advises that proposals will only be supported where they protect or enhance access assets including green networks and greenspaces and, core paths, cycleways, bridleways, existing rights of way, and established footpaths.

2.12.3 There are no claimed or recorded access routes through the site. There is however a 'claimed' route along the access road serving the properties of Feddinch, which then links up with other rural sites and woodlands to the south (References C.33.10 and FN571) and to the north there is the Lumbo Road Core Path (Reference R020), which runs along the road beyond the northern site boundary. In this instance the proposal would not impact on any of the claimed or recorded routes/Core Paths.

2.12.4 In assessing this proposal SportScotland were consulted given the changes to the approved golf course but they advised that they had no comments to make.

2.12.5 Concerns raised regarding access rights and the Right to Roam have been noted. In this instance there are no recorded routes through the site itself and none are proposed. Members should note that such an issue is not material to the consideration of this planning application as compliance etc is dealt with through separate legislation to the planning system via the Land Reform (Scotland) Act 2003.

2.12.6 In this instance the proposal is considered acceptable as it would not detrimentally affect any claimed or designated access routes or Core Path nor would it impact on any outdoor recreational use or green network asset and would, through its proposed use, act as a vital operational element to help sustain an approved golf course which does provide these

access/recreational uses. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.13 Sustainability / Low Carbon**

2.13.1 NPF 4 Policies 1 (Climate and Nature Crises) and 2 (Climate Mitigation and Adaptation) advise that when considering proposals, significant weight to encourage, promote and facilitate development to sustainable locations and those that address the global climate and nature crises through zero carbon and nature positive places will be encouraged. As such proposals will be sited and designed to minimise lifecycle greenhouse gas emissions and adapt to current and future risks for climate change as far as possible. In addition, development proposals to retrofit measures to existing developments that reduce emissions or support adaptation to climate change will be supported.

2.13.2 NPF4 Policy 11 (Energy) also provides support for all forms of renewable, low-carbon and zero emissions technologies provided associated detrimental impacts are addressed (e.g. visual and/or landscape impacts; noise; flicker; glare; access arrangements; transport and communication and road safety; ecological/ornithological protections; built and natural assets etc) amongst others listed. NPF4 Policy 12 (Zero Waste) also aims to encourage, promote and facilitate development that is consistent with the waste hierarchy and as such development proposals should seek to reduce, reuse or recycle materials and amongst others reuse existing buildings; reduce/minimise waste; use materials with the lowest forms of embodied emissions such as recycled and natural construction materials. Policy 19 (Heat and Cooling) part (f) advises that development proposals for buildings that will be occupied by people will be supported where they are designed to promote sustainable temperature management, for example by prioritising natural or passive solutions such as siting, orientation, and materials.

2.13.3 Adopted FIFEplan Policy 3 supports sustainable and low or zero carbon generating technologies whilst Policy 11 advises that permission will only be granted for new development where it has demonstrated that the proposal meets the current CO<sub>2</sub> emissions reduction target (as set out in the Scottish Building Standards), and that low and zero carbon generating technologies will contribute at least 15% of these savings from 2016 and at least 20% by 2020. Further to this, construction materials should come from local or sustainable sources; water conservation measures are in place; sustainable urban drainage measures would ensure that there will be no increase in the rate of surface water run-off in peak conditions or detrimental impact on the ecological quality of the water environment; and facilities are provided for the separate collection of dry recyclable waste and food waste. All development should encourage and facilitate the use of sustainable transport appropriate to the development, promoting in the following order of priority - walking, cycling, public transport, cars. Policy 11 in terms of District Heating, advises that all applications that create a heat demand or waste heat will be assessed against the Fife Heat Map. Developers may be required to provide energy centres within new development in areas identified as appropriate for district heating, or where a district network exists or is planned. New development in these areas will include infrastructure for connection to the district network.

2.13.4 Approved Low Carbon Fife Supplementary Guidance (SG) (2019) reaffirms Scottish Government's commitment to largely decarbonise our energy system by 2050 through managing demand and maintaining and developing secure supplies of energy. The supplementary guidance also considers that, in order to meet the requirements of Adopted FIFEplan Policy 11 regarding CO<sub>2</sub> emissions and reduction targets, major applications will be required to provide an Energy Statement of Intention which sets out how the proposal will meet the requirements of Policy 11. Appendix B of the guidance provides a sustainable development checklist which should be completed and submitted with detailed applications.

2.13.5 Policy 11 of FIFEplan requires all developments that create a heat demand or produce waste heat are assessed against the Fife Heat Map and the process contained within the SG should be used to establish if further investigation into heat networks will be required as part of a planning submission. A heat map provides mapped information which identifies buildings and development that need heat (heat demand) and potential sources of heat (heat

supply). Analysis of the heat map can identify potential locations for the development of heat networks where high heat demand and potential suppliers of heat are in close proximity. Once a location has been identified for a potential heat network more detailed investigation would need to be carried out. In this instance the closest part of the site (i.e. the maintenance / agronomy compound) is located approximately 1.3 miles (2.1km) and the main building (clubhouse and accommodation/spa buildings) are 1.9 miles (3km) (when measured directly) from the closest identified District Heating Network at St Andrews-Guardbridge and therefore given the scale of this development it would not be financially viable or logistically possible to achieve an efficient direct link especially given the change in site heights from the District Heat network at source (approximately 20m AOD) to the maintenance/agronomy compound positioned at a height of 80m AOD to the clubhouse etc elements located at 130m AOD.

2.13.6 As part of the application the applicants submitted their Low Carbon Sustainability Checklist details as well as an Energy and Sustainability Statement, both of which outline the sustainability of the proposed development including the proposed use of low carbon technologies etc. The supporting information provided advises that the design and construction techniques (such as using locally sourced sustainable building materials and building designs using a fabric first approach focusing on low-U values and air tight fabric etc) and operational activities etc would meet and exceed Building Standards requirements and CIBSE (Chartered Institution of Building Service Engineers) Standards and will also include low and zero carbon generating technologies such as photovoltaic panels; high efficiency simultaneous heating and cooling Ground Source Heat Pumps; underfloor heating; fan coil unit heating; natural ventilation or use of high efficiency mechanical ventilation with heat recovery units; water saving appliances and water management; SMART monitoring and software to adjust to changes in conditions; and SuDS etc. No gas service would be provided nor used and the proposed buildings would be 100% electric. The proposal has also been designed to promote water conservation and as such an efficient irrigation system would be used utilising on site harvested water.

2.13.7 In terms of waste, a Site Waste Management Plan would be produced which would be implemented to minimise on-site waste for both the construction stages as well as later operational ones and therefore would proactively reduce the volume going to general landfill. Waste is planned to be sorted and recycled where possible. Electric Vehicle charging points are also proposed as is a green Travel Plan where active promotion of public transport, especially for local staff would be employed. Sustainable issues such as renewable energy generation, low carbon reduction, reuse of natural resources (such as water harvesting/SuDS/ drainage and appropriate surface water collection systems), waste management arrangements, pollution prevention, efficient heating and cooling systems etc were also considered in the applicant's submitted D&AS, which also aims to ensure climate change resilience has been designed into the proposal and forms a key aspect in help shape the proposed future operation stages of the development.

2.13.8 In this instance the proposal is considered acceptable as it would be designed to ensure it and the operations carried out within would be sustainable with Low Carbon credentials. The facilities on this part of the site would also help achieve this by processing materials/waste etc from the main site; would be the key hub to charge the electric staff vehicles etc. Further to the design and construction of the buildings exceeding the above required national and Building Standards targets the use of a suite of appropriate Low Carbon / Sustainable technologies would also help reduce waste and energy consumption etc. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.14 Other Considerations**

2.14.1 With regards to the existing legal agreement (updated in 2013 from the earlier 2004 agreement) attached to the site; any changes or modifications proposed by the new applicants to reflect the amended proposal or a change in circumstances etc (given the age of the agreement and the progress on site) would need to be done under separate cover to these planning applications. Section 75A of The Town and Country Planning (Scotland) Act 1997 as amended, gives provision to modify and/or discharge planning obligations and in this instance

the applicant's agent has advised that they anticipate the new developers seeking modifications/discharges to the last legal agreement on the basis of changes to the proposal; the course having been developed significantly; changes in circumstances and elements of the previous agreement being considered obsolete. Likewise, any requests to change previous relevant planning conditions can also be reviewed, amended, deleted under Section 42 of the above Act if deemed appropriate and acceptable to this Planning Authority.

2.14.2 Members should note that any changes proposed should also be justified in planning terms and should meet the five tests as advocated in Circular 4/1998 – The Use of Conditions in Planning Permissions. These 5 tests are: - 1) necessary to make the development acceptable in planning terms; 2) serve a planning purpose and relate to the development plan; 3) relate to the proposed development, either directly or cumulatively; 4) relate in scale and kind to the development; and 5) be reasonable in all other respects.

## 3.0 Consultation Summary

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Cameron Community Council

Course accepted and generally welcomed but greenbelt needs protected and therefore an approval for a self-contained resort should be on basis no further development occurs on site thereafter. Welcome changes made since original submission to reduce visual impact and better reflect scale, appearance and character of local buildings etc but may not allay all local concerns. Reduction in areas of hard surfaces would be welcomed; jobs likely to be low grade and seasonal; would be a private club offering little for local community; travel plan noted; rejoining paths would be welcome; uses within agronomy/sui generis uses should be clarified in any permission; footway link from Cairnsmill Caravan Park to site frontage on A915 would be good; temporary lights and culvert repair at Priorletham/Rainbow Cottage should be resolved; as Craigtoun Country Park and Dutch Village can be seen from development could expertise of developer also assist in village restoration; road safety/vehicle numbers/road condition needs considered; essential that there is no impact on falling local water supply.

Scottish Water

No objections. Sufficient capacity at Lomond Hills Water Treatment Works to service development. Private treatment options should be

	explored by developer and surface water should be dealt with by operator as SW will not except surface water connections into the combined sewer system.
NatureScot	No comments
Scottish Power	No objections but any changes to the existing 33KV HV and LV overhead lines should be discussed and amendments made at the developer's expense.
SportScotland	No comments.
RSPB	No response.
Historic Environment Scotland	No comments.
Mining Remediation Authority (formerly Coal Authority)	Initially had a 'substantive concern' regarding lack of detailed investigation in small area of the course within the identified 'High Risk' zone. Subsequent assessment is detailed enough with appropriate recommendations to satisfy the Local Planning Authority but no further response received from MRA. MRA would however be reconsulted as part of a conditional compliance process if approved.
Scottish Environment Protection Agency	No objections.
St Andrews Community Council	Object – contrary to Local Plan; contrary to greenbelt policies / protections; detrimental to environment/ecology/bio-diversity; size and scale in elevated position would be visually detrimental; road safety; overdevelopment; adverse light and noise pollution especially for residents locally; contrary to Land Reform (Scotland) Act 2003 and right to roam; floodlight driving range will have negative impacts; area of hard surfaces excessive; inappropriate development for St Andrews; anomalies in Transport Statement; reaching saturation point for number of courses locally; impact on local population and transport network; height of development should be strictly enforced as per previous developments locally.

Natural Heritage, Planning Services	No objections and comments provided.
Trees, Planning Services	Conditional approval (tree protection measures) and comments provided.
Scottish Wildlife Trust	No response.
TDM, Planning Services	No objections - Conditional Approval
Land And Air Quality, Protective Services	No comments regarding Air Quality and recommend conditional approval in relation to Land Quality matters.
Structural Services - Flooding, Shoreline and Harbours	No objections
Parks Development and Countryside	No response.
Business And Employability	Proposal has stalled for several years and the land at Feddinch has been underutilised. The Economic Development team are supportive of this proposal which will see the creation of jobs and investment into the wider area.
Built Heritage, Planning Services	Support repair and retention of 'B' Listed farmhouse but new built elements would have high level of visual impact on the setting of the listed buildings and the character of the wider surrounding rural landscape beyond the immediate site.

## 4.0 Representation Summary

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4.1 65 letters of representation have been received in relation to this application. 39 letters were objecting to the proposal including 2 from Cameron Community Council, 1 from the Royal Burgh of St Andrews Community Council and 1 from the Largoward Community Council. 25 letters (from 24 authors) supported the proposal and there was 1 letter raising a general comment that although they support the proposal, noise from construction must be limited. Of the remaining 35 objection letters these were submitted by 29 authors. Members should note that some letters from a single author were adding to earlier comments and/or resubmitting comments following the amended proposal and related renotification process. The key issues raised have been considered and raise the following points.

## 4.2 Material Planning Considerations

### 4.2.1 Objection Comments:

<b>Issue</b>	<b>Addressed in Paragraph</b>
a. Contrary to the Local Development Plan policies.	2.2
b. Impact on St Andrews Greenbelt.	2.5
c. Impact on landscape and its visual character and skyline.	2.4
d. Impact on ecology and environment.	2.11
e. Scale, design/architectural style and overdevelopment.	2.4
f. Wider local communities will not benefit.	2.3
g. Impact on local services/infrastructure (e.g. water).	2.8 / 2.9
h. Road safety/vehicle numbers/speed of vehicles.	2.8
i. Residential amenity impacts – Noise/Light Pollution.	2.7
j. Environmental Impacts.	2.4 / 2.11
k. No economic benefits for residents of town.	2.3
l. Impact on residential community at Feddinch.	2.7
m. Total built length of clubhouse and other built aspects on hillside.	2.4
n. Reductions and amendments not enough to change previous objections.	Noted

Members should note that several authors in objecting to the proposal made clear they did not object to the course but more against the built development aspect on the hill.

### 4.2.2 Support Comments

#### **Issue**

- a. Been left undeveloped for too long – eyesore/battlefield and would rejuvenate a site under development for 2 decades.
- b. Generate substantial economic benefits and employment opportunities for local people.
- c. Town has plenty of space for another course.
- d. Investment good for St Andrews and surrounding area.
- e. Will be built to high standard which will also enhance St Andrews reputation.
- f. Will attract more visitors and be positive impact on local businesses and tourism industry.
- g. Aesthetically attractive.

- h. Would help protect Greenbelt.
- i. Design and plans well thought out and high quality.
- j. Will bring another high-quality course to the town.

#### 4.2.3 Other Concerns Expressed

##### Issue

a. Mostly minimum wage and seasonal jobs.

##### Comment

Proposal if approved would cover a broad range of employment levels and employment development opportunities, which are determined as part of an operational business model out with the control of the planning system.

b. Helicopter trips likely.

A Helipad does not form part of this proposal. Any helicopter trips proposed would require the permission of the Civil Aviation Authority not the Planning Authority.

c. St Andrews already has sufficient number of courses.

Not materially relevant as subjective matter.

d. Development for rich.

Not materially relevant as to the likely status of members/guests.

e. Company and tax issues raised.

Not materially relevant as merit of company not a planning matter and tax arrangements would be in accordance with central government rules.

f. Where would seasonal workers stay if providing accommodation locally.

Not materially relevant to the determination of this application as that would be provided via a separate arrangement between potential staff and operator should planning permission be granted.

g. Derelict (listed) farmhouse should not be allowed to deteriorate further.

New applicants have been in regular contact with FC to ensure heritage asset is protected and protective/stabilising arrangements will be carried out on site to protect further.

h. Impact from stray balls.

This should not be an issue given the proposed site layout and direction of play in relation to third party properties - as the layout and angles of the course holes/driving range/short play areas have been designed to ensure there is no anticipated risk from stray balls necessarily to the wider public but appropriate signage will be placed.



## Issue

i. Right to Roam

## Comment

The Right to Roam is not a material planning consideration given it is covered by legislation separate to that of planning (i.e. the Land Reform (Scotland) Act 2003). The applicant's agent though has advised that while the Right to Roam would apply, there would be no direct routes through the site (given the extent of the golf play), reflecting the current position. Access to the site would only be available via the main entrance and gatehouse. Members of the public who access the site via the gatehouse, will be directed to the nearest public pathways around the perimeter of the site.

j. Other 'refused' non-golf course related examples locally referred to.

Such matters are not materially relevant as each site and proposal must be considered on its own individual merits.

k. Other golf course examples submitted where courses are struggling to survive.

Not materially relevant as each course and facility will have its own business/operating/membership models.

l. Make up of membership.

The type of membership is not a material planning matter as it is an operational choice made independently from a planning related decision.

m. Potential for future development if approved.

Not material in the determination of this current proposal as any future development would be subject to a new planning application and would be determined on its merits at that point in time.

n. Impact on views of St Andrews and St Andrews Bay from Feddinch.

Not a material planning consideration as nobody has the legal right to a view.

## 5.0 Conclusions

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The proposal is considered acceptable in meeting the terms of the Local Development Plan, National Guidelines, Supplementary Planning Guidance and relevant Council Planning Customer Guidelines. The proposal is also considered acceptable as it would form a key ancillary part of an already approved golf course of which a rural / countryside / greenbelt location has been justified. The proposal would also be a compatible land use with its surrounds and would provide economic and employment opportunities locally. In terms of the proposed designs and layouts, it is considered that this proposal would be well designed, scaled, positioned and externally finished to respect the site, the wider landscape and visual character of the area as well as the listed built heritage assets and sites within as well as near

the site. In terms of visual impacts on the surrounding rural environment/landscape character, the proposal would be viewed from limited or intermittent locations and mostly well screened by existing topographical features, intervening buildings and natural landscaping (existing and proposed) all of which would result in a proposal set within a landscape already containing a mix of character types which respects its surrounds and appears to be part of it rather than being imposed on the site and hillside. The proposal, in conjunction with appropriate construction and operational management procedures in place, has been designed and laid out in a manner that would protect residential amenity and ensure the wider environment is protected. The proposal would also, with the inclusion of appropriate environment and species/habitat/landscaping and management plans, ensure that the proposal fully respects its surrounds as well as protecting and enhancing the adjacent natural habitats and species/ornithological populations that are important to this area of Fife. The proposal would not cause nor be subject to any drainage or flooding issues; would not obstruct any access or recorded Rights of Way nor be subject to any land conditions or air quality matters of note and would meet the national and local policies in terms of being a Low Carbon/Sustainable development. Although the proposal would result in an increase in vehicle movements, these changes are not considered to be significant enough to merit a refusal provided a Travel Plan is implemented. Indeed, the road infrastructure is deemed acceptable and there is considered to be more than sufficient spare capacity for these additional movements not to compromise road safety. The submitted letters of representation have been received, their contents noted and considered earlier in the report. The application is therefore recommended for approval subject to the following conditions and reasons should Members be minded to approve the application.

## 6.0 Recommendation

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It is accordingly recommended that the application be approved subject to the following conditions and reasons:

### **PRE-COMMENCEMENT CONDITIONS:**

5. PRIOR TO THE COMMENCEMENT OF DEVELOPMENT, a Construction Traffic Management Plan outlining details of the construction phases of the development shall be submitted for the prior written approval of Fife Council as Planning Authority. Following approval, the Construction Traffic Management Plan shall thereafter be implemented in full during the construction phases. For the avoidance of doubt the Construction Traffic Management Plan shall also include details of the location of any site compound, parking for labour and construction traffic and details of any impacts on the road and footway network in terms of closures/disruptions, the times, types and amount of vehicular movements etc. The development would require to proceed in accordance with the terms of the approved Construction Traffic Management Plan.

Reason: In the interests of road safety; to ensure that the transportation effect of the construction of the development is planned and does not unduly disrupt vehicle access and movements immediately adjacent to the site and the surrounding road network.

6. PRIOR TO THE COMMENCEMENT OF DEVELOPMENT, details of wheel cleaning facilities shall be submitted approved by this Planning Authority. The wheel cleaning facility shall thereafter be installed and maintained prior to the commencement of site works and for the complete duration of the construction phases.

Reason: In the interests of road safety; to ensure no mud, debris or other deleterious material is carried on to the public road.

7. PRIOR TO THE COMMENCEMENT OF DEVELOPMENT, provision shall be made to intercept any surface water before it enters the public road running alongside the site; the

details of which shall be submitted for the prior written approval of this Planning Authority. The agreed provision shall thereafter be installed and maintained prior to the commencement of site works and for the complete duration of the operation.

Reason: In the interests of road safety; to eliminate the discharge of surface water from the site to the adjoining public road.

14. PRIOR TO THE COMMENCEMENT OF DEVELOPMENT, details of a proposed Scheme of Works shall be submitted to and agreed by Fife Council as Planning Authority. For the avoidance of doubt the Scheme of Works shall be designed to mitigate the effects on sensitive properties (i.e. residential dwellings) of dust, noise and vibration from the proposed development. The use of British Standard BS5228 Part 1 (1997) Noise and Vibration Control on Construction Open Sites should be consulted. The developer should employ best practice measures defined under the Control of Pollution Act 1974 to minimise noise and vibration arising from operations, and all plant and machinery in use shall be properly silenced and maintained in accordance with manufacturing instruction.

Reason: In the interests of safeguarding the amenity of adjoining and nearby residents.

21. PRIOR TO THE COMMENCEMENT OF DEVELOPMENT, a Construction Environmental Management Plan (CEMP) including Species Protection Plans and Monitoring Plan (as per the recommendation of the Ecological Impact Assessment and Biodiversity Net Gain Report (produced by Direct Ecology dated 12<sup>th</sup> November 2024 Version 3)) shall be submitted for the written approval of Fife Council as Planning Authority, and all work on site shall be carried out in accordance with the approved CEMP. For the avoidance of doubt the ecological, ornithological and nature conservation mitigation measures included in the submitted Ecological Impact Assessment and Biodiversity Net Gain Report shall also be included in the CEMP.

Reason: In the interests of protecting the natural heritage, to minimise the environmental impact of construction and operational activities resulting from the proposed development.

22. PRIOR TO THE COMMENCEMENT OF DEVELOPMENT, a Surface Water Drainage scheme shall be submitted to and approved in writing by this Planning Authority by this Planning Authority. The scheme shall follow the principles set out in the submitted Surface Water Management Plan, dated July 2024 and produced by Etive Consulting Engineers and shall provide that surface water from each phase shall be dealt with using Sustainable Urban Drainage System techniques as advocated in The SuDS Manual (CIRIA C753, 2015). It shall include full details of the methods to be employed, including where appropriate calculations, along with details of how these measures will be maintained.

Reason: To ensure the site is drained in an acceptably sustainable manner and the drainage infrastructure is properly maintained.

26. NO DEVELOPMENT SHALL COMMENCE ON SITE until the risk of actual or potential land contamination at the site has been investigated and a Preliminary Risk Assessment (Phase I Desk Study) has been submitted by the developer to and approved in writing by the planning authority. Where further investigation is recommended in the Preliminary Risk Assessment, no development shall commence until a suitable Intrusive Investigation (Phase II Investigation Report) has been submitted by the developer to and approved in writing by the planning authority. Where remedial action is recommended in the Phase II Intrusive Investigation Report, no development shall commence until a suitable Remedial Action Statement has been submitted by the developer to and approved in writing by the planning authority. The Remedial Action Statement shall include a timetable for the implementation and completion of the approved remedial measures.

All land contamination reports shall be prepared in accordance with CLR11, PAN 33 and the Council's Advice for Developing Brownfield Sites in Fife documents or any subsequent revisions of those documents. Additional information can be found at [www.fife.gov.uk/contaminatedland](http://www.fife.gov.uk/contaminatedland).

Reason: To ensure potential risk arising from previous land uses has been investigated and any requirement for remedial actions is suitably addressed.

## **CONDITIONS:**

1. The development to which this permission relates must be commenced no later than 3 years from the date of this permission.

Reason: In order to comply with the provisions of Section 58 of the Town and Country Planning (Scotland) Act 1997, as amended by Section 32 of The Planning (Scotland) Act 2019.

2. Unless otherwise approved in writing by Fife Council as Planning Authority, the normal working hours for site regrading/earthworks and construction activities within the site shall be restricted to Monday to Friday between 8.00 am to 8.00pm, 9.00am to 4.00 pm on a Saturday and at no time on a Sunday or Scottish Public Holiday unless agreed in writing in advance with this Planning Authority. No commercial vehicles associated with the restoration or construction work shall enter or leave the site before 8.00am and after 6.00pm Monday to Friday; before 8.00am and after 1.00pm on a Saturday and at any time on a Sunday. Out with these hours, development at the site shall be limited to maintenance, emergency works, irrigation installation, dust suppression and the testing of plant and equipment, or construction work that is not audible from any noise sensitive property out with the site.

Reason: In the interests of protecting residential amenity, and to minimise noise distribution, to protect the amenity of nearby residents.

3. All works done on or adjacent to existing public roads shall be constructed in accordance with the current Fife Council Transportation Development Guidelines and the Designing Streets Supplementary Guidance.

Reason: In the interests of road safety; to ensure that the development is to a standard which does not adversely affect the public road.

4. PRIOR TO THE DEVELOPMENT BECOMING OPERATIONAL, visibility splays of 6m x 210m shall be provided in each direction to the north and south at the access junction where it meets with the A915 public road and shall be permanently maintained free from any obstructions exceeding a height of one metre above the adjacent road channel levels, the details of which shall be submitted for the prior written approval of Fife Council as Planning Authority.

Reason: In the interests of road safety; to ensure the provision of adequate visibility at the junctions of the vehicular access and the public road.

8. PRIOR TO THE OPERATIONAL OPENING OF THE DEVELOPMENT, there shall be 170 No. parking spaces, including 4 No. electric car charging points, 9 No. disabled parking bays and covered cycle parking at a rate of 1 space per 8 parking spaces. There shall be 4 No. Motorcycle parking spaces provided in accordance with the current Fife Council Transportation Development Guidelines. All parking spaces shall be retained through the lifetime of the development.

Reason: In the interests of road safety; to ensure the provision of adequate off-street parking facilities.

9. PRIOR TO THE OPERATIONAL OPENING OF THE DEVELOPMENT, there shall be provided within the curtilage of the site a turning area for vehicles suitable for use by the largest size of vehicle expected to visit or be used by occupants of the premises to allow a vehicle to enter and exit the driveway in a forward gear. The turning area shall be formed outwith the parking areas and shall be retained throughout the lifetime of the development. The proposed parking bays and aisle width will require to be of appropriate dimensions to allow for both the off street parking and turning manoeuvres to take place.

Reason: In the interests of road safety; to ensure that all vehicles taking access to and egress from the site can do so in a forward gear.

10. PRIOR TO THE OPERATIONAL OPENING OF THE DEVELOPMENT, bus stops shall be provided by the developer on each side of the A915 public road at or close to the northern

site access junction, the details of which shall be submitted for the prior written approval of Fife Council as Planning Authority BEFORE THE STOPS ARE FORMED.

Reason: In the interests of sustainability; to encourage travel by sustainable modes of transport.

11. PRIOR TO THE OPERATIONAL OPENING OF THE DEVELOPMENT, a Staff Travel Plan shall be developed and submitted for the prior written approval of Fife Council as Planning Authority. For the avoidance of doubt the Staff Travel Plan shall be implemented via a dedicated Travel Plan Coordinator. Following approval, the agreed Staff Travel Plan shall thereafter be implemented in full for a period of 10-years unless otherwise agreed in writing with this Planning Authority.

Reason: In the interests of road safety; to ensure that the transportation effect of the site operation is planned and does not unduly disrupt vehicle access and movements immediately adjacent to the site and the surrounding road network.

12. PRIOR TO THE COMMENCEMENT OF CONSTRUCTION OF ANY BUILDING(S), details and samples of the specification and colour of the proposed external finishes shall be submitted for approval in writing by this Planning Authority.

Reason: In the interests of visual amenity; to ensure that the proposed development does not detract from the rural character and appearance of the area within which the site is located.

13. PRIOR TO THE COMMENCEMENT OF CONSTRUCTION OF ANY BUILDING(S), a fixed datum point shall be established and a plan indicating the exact location and value of this datum point shall submit to this Planning Authority for its prior written approval. The finished floor level(s) of the development relative to the fixed datum shall also be indicated on this plan. This agreed datum point shall be used for future reference as the development proceeds. This Planning Authority shall be notified at the stages listed below in order to obtain their written approval that works are proceeding in accordance with details approved as part of the planning permission:-

- a) Immediately prior to the completion of the ground floor, finished floor level.
- b) When the roof trusses have been erected but before roof covering takes place.

Reason: To enable this Planning Authority to establish that the development is commencing from the correct level based on an agreed fixed datum point; and,

- (a) In order to ensure that site works are progressing in accordance with the stamped approved plan.
- (b) In order to ensure that the floor levels conform to the stamped approved plan illustrating floor levels.
- (c) In order to ensure that the height of the roof conforms to the stamped approved plan.

15. At the request of Fife Council as Planning Authority and following a complaint relating to noise from the construction or general operations as a whole, the operator of the development shall, at its expense, employ an independent consultant approved by the Planning Authority to measure and assess the level of noise emissions from the operations following the procedures described in the Fife Council Public Protection Team Guidance Notes and relevant national and local standards.

Reason: In the interests of residential amenity; to minimise noise disturbance that may affect the amenity of nearby residents.

16. PRIOR TO THE IMPLEMENTATION OF EACH LANDSCAPING PHASE, a scheme of landscaping shall be submitted to and approved in writing by this Planning Authority. The landscaping scheme shall include/ provide for:-

- (a) The phasing, timing of phasing, siting, numbers, species and heights (at time of planting) of all trees, shrubs and hedges to be planted, and the extent and profile of any areas of earth mounding;
- (b) That the landscaping scheme as approved shall be implemented within the first planting season following each agreed planting phase;
- (c) All planting carried out on site being maintained by the developer to the satisfaction of this Planning Authority for a period of 5-years from the date of planting at that phase. Within that period any plants, which are dead, damaged, missing diseased or fail to establish shall be replaced annually;
- (d) Details of the future management and aftercare of the proposed landscaping and planting.

Thereafter the scheme as approved shall be implemented within the first planting season following the completion of the course works and building works. For the avoidance of doubt only species native to Fife shall be used as part of the landscaping scheme.

Reason: In the interests of visual amenity; to ensure a satisfactory standard of local environmental quality; to ensure effective landscape management; and to ensure that adequate measures are put in place to protect the landscaping and planting in the long term.

17. PRIOR TO ANY TREE WORKS PROPOSED COMMENCING ON SITE, the developer shall submit, details and specifications of the protective measures necessary to safeguard the trees on the site during the development phase. This Planning Authority shall be formally notified in writing of the completion of such measures and no work on site that affects identified trees shall commence until the Planning Authority has confirmed in writing that the measures as implemented are acceptable. The protective measures shall be retained in a sound and upright condition throughout the demolition/development operations and no building materials, soil or machinery shall be stored in or adjacent to the protected area, including the operation of machinery.

Reason: In order to ensure that no damage is caused to the existing trees during (demolition and) development operations.

18. No tree works or scrub clearance shall occur on site from 1st March through to 31st August each year unless otherwise agreed in writing with this Planning Authority prior to clearance works commencing. In the event that clearance is proposed between 1st March to 31st August, a suitable bird survey shall be carried out by a suitably qualified ecologist covering the proposed clearance area and shall be submitted to and approved in writing by this Planning Authority before those clearance works commence. For the avoidance of doubt the survey should not be carried out any earlier than 48 hours in advance of the works. Once written approval has been given the works themselves should be carried out within a specified and agreed timescale.

Reason: In order to avoid disturbance during bird breeding seasons.

19. PRIOR TO THE ERECTION OF ANY NEW FENCING AND BOUNDARY ENCLOSURES, the details of such shall be submitted for the prior written approval of Fife Council as Planning Authority and thereafter constructed as agreed and maintained as such in perpetuity. For the avoidance of doubt any existing fences, walls or other forms of boundary treatments shall be retained on site in their current position and condition unless otherwise agreed in writing with this Planning Authority before they are altered or removed.

Reason: In the interests of protecting the landscape and visual character of this rural countryside location.

20. PRIOR TO ANY CONSTRUCTION COMMENCING ON SITE, details of the mitigation measures recommended in the Ecological Impact Assessment and Biodiversity Net Gain Report (produced by Direct Ecology dated 12<sup>th</sup> November 2024 Version 3) shall be submitted for the prior approval of this Planning Authority and thereafter the agreed measures shall be carried out on site and retained as such for the duration of the development unless otherwise agreed in writing with Fife Council as Planning Authority.

Reason: In the interests of protecting and enhancing the natural heritage assets/biodiversity and wider ecology of the area.

23. PRIOR TO THE ERECTION/INSTALLATION OF ANY EXTERNAL LIGHTING/LIGHTING THAT WOULD BE SEEN EXTERNALLY, details of the proposed external lighting (including types, heights, proposed light spillage zones and luminance levels) shall be submitted to and approved in writing by this Planning Authority. Thereafter the agreed scheme shall be installed and maintained as such for the lifetime of the development unless otherwise agreed in writing with this Planning Authority.

Reason: In the interests of residential and visual amenity and ecological protection; to ensure that the proposed development does not detract from the character and appearance of the area, protects the amenity of adjacent residents, and ensures the habitat of protected species is not detrimentally affected.

24. No works shall be undertaken which in any way permanently impinge or obstruct any recorded public footpath/cycleway/bridleway, Core Path or Right of Way in or immediately adjacent to the application site unless otherwise agreed in writing with this Planning Authority BEFORE THOSE ROUTES ARE AFFECTED. For the avoidance of doubt, should any recorded public footpath or other recorded route be proposed to be temporarily closed/repositioned then details (including timings, design, specification, finishing material(s), construction method, and alternative routing measures etc.) shall be submitted to and approved in writing by this Planning Authority, before any such works commence on the site.

Reason: To ensure that all recorded Rights of Way, Core Paths, public footpaths, cycleways and bridleways are protected and not adversely affected as a result of the development.

25. Warning signs shall be displayed at points along the nearby access routes to be agreed in writing by this Planning Authority to alert walkers/other users of the presence of golf play. For the avoidance of doubt the agreed signs and their locations shall be erected prior to the course becoming operational and thereafter maintained as such for the lifetime of the golf course operation.

Reason: In the interests of protecting public safety.

27. NO BUILDING SHALL BE OCCUPIED UNTIL remedial action at the site has been completed in accordance with the Remedial Action Statement approved pursuant to Condition 26. In the event that remedial action is unable to proceed in accordance with the approved Remedial Action Statement - or contamination not previously considered in either the Preliminary Risk Assessment or the Intrusive Investigation Report is identified or encountered on site - all development work on site (save for site investigation work) shall cease immediately and the planning authority shall be notified in writing within 2 working days. Unless otherwise agreed in writing with the local planning authority, development works shall not recommence until proposed revisions to the Remedial Action Statement have been submitted by the developer to and approved in writing by the planning authority. Remedial action at the site shall thereafter be completed in accordance with the approved revised Remedial Action Statement. Following completion of any measures identified in the approved Remedial Action Statement - or any approved revised Remedial Action Statement - a Verification Report shall be submitted by the developer to the local planning authority.

Unless otherwise agreed in writing with the planning authority, no part of the site shall be brought into use until such time as the remedial measures for the whole site have been completed in accordance with the approved Remedial Action Statement - or the approved revised Remedial Action Statement - and a Verification Report in respect of those remedial measures has been submitted to and approved in writing by the local planning authority.

Reason: To provide satisfactory verification that remedial action has been completed to the planning authority's satisfaction.

28. IN THE EVENT THAT CONTAMINATION NOT PREVIOUSLY IDENTIFIED by the developer prior to the grant of this planning permission is encountered during the development, all development works on site (save for site investigation works) shall cease immediately and the planning authority shall be notified in writing within 2 working days.

Unless otherwise agreed in writing with the local planning authority, development work on site shall not recommence until either (a) a Remedial Action Statement has been submitted by the developer to and approved in writing by the planning authority or (b) the planning authority has confirmed in writing that remedial measures are not required. The Remedial Action Statement shall include a timetable for the implementation and completion of the approved remedial measures. Thereafter remedial action at the site shall be completed in accordance with the approved Remedial Action Statement. Following completion of any measures identified in the approved Remedial Action Statement, a Verification Report shall be submitted to the local planning authority. Unless otherwise agreed in writing with the planning authority, no part of the site shall be brought into use until such time as the remedial measures for the whole site have been completed in accordance with the approved Remedial Action Statement and a Verification Report in respect of those remedial measures has been submitted by the developer to and approved in writing by the local planning authority.

Reason: To ensure all contamination within the site is dealt with.

29. The 6 lodge/cottages hereby approved shall be occupied only as holiday accommodation with no single holiday let/stay longer than 12 continuous weeks in any calendar year. The owners/operators of the holiday accommodation shall maintain an up-to-date record of the holiday lets for the development hereby approved, detailing both the length of each holiday letting period and the occupant's names during that period and this record shall be made available for inspection on request from this Planning Authority. For the avoidance of doubt, the approved lodge/cottage holiday accommodation shall not be used as the sole or main residence of the occupants at any time.

Reason: In the interest of complying with Adopted FIFEplan (2017) Policies; to ensure the leisure accommodation is not used as permanent residential accommodation, which would be contrary to FIFEplan (2017) Policy 8.

30. Prior to any work commencing on any phase of the development located within the Mining Remediation Authority (formerly the Coal Authority) defined High Risk zone, the following reports, plans and details will be prepared and shall be submitted to and approved in writing by this Planning Authority, in consultation with the Mining Remediation Authority:

- (a) A report of findings arising from the intrusive site investigations for any mine entries or shallow coal workings, including the results of any gas monitoring shall be undertaken;
- (b) A layout plan which identifies any mine entries or zones of shallow coal workings on site, and the definition of suitable 'no-build' zones where required;
- (c) Details of a scheme of treatment for the recorded mine entries, if identified on site;
- (d) A scheme of remedial works for the shallow coal workings.

Reason: In the interests of safeguarding or making safe the structural integrity of the site for the proposed development.

31. PRIOR TO THE SITE BECOMING OPERATIONAL, a 1.8 metre wide 'countryside' style footway shall be provided along the A915 site frontage between the proposed new northern vehicular access junction (associated with the agronomy/maintenance facility) and the junction with the Q15 Balone road; the details of which shall be submitted for the prior written approval of this Planning Authority. Thereafter the agreed footway shall be provided on site and maintained as such for the duration of the golf course development, unless otherwise agreed in writing with Fife Council.

Reason: In the interest of ensuring appropriate footpath links from the site to the wider access network.



### **Advisory Note to Applicant(s):-**

1. As planning permission has been granted and prior to works commencing on the approved access junction; the applicant is required to make a Section 56 Roads (Scotland) Act 1984 application to Fife Council's Transportation and Environmental Services for permission to construct the new access. For the avoidance of doubt, the s.56 application can be completed online in the Roads and Pavement Permits section at [www.fife.gov.uk](http://www.fife.gov.uk).

**Reason:** In the interest of road safety; to ensure the provision of an adequate design layout and construction.

## **7.0 Background Papers**

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In addition to the application the following documents, guidance notes and policy documents form the background papers to this report.

[National Planning Framework 4 \(2023\)](#)

[FIFEplan Local Development Plan \(2017\)](#)

[Planning Guidance](#)

Report prepared by Chris Smith (Lead Officer – Chartered Planner) and case officer 17/01/2025

Report reviewed and agreed by Alastair Hamilton, Service Manager (Committee Lead) 3/2/25

Committee Date: 12 February 2025

Agenda Item No. 7

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<b>Application for Full Planning Permission</b>	<b>Ref: 24/01716/FULL</b>
<b>Site Address:</b>	<b>Feddinch Mains Feddinch St Andrews</b>
<b>Proposal:</b>	<b>Erection of agronomy building (sui generis) including formation of access, car parking and ancillary support buildings with associated landscaping, drainage and renewable technology infrastructure</b>
<b>Applicant:</b>	<b>A&amp;M Fife Limited, C/o Shepherd &amp; Wedderburn LLP 9 Haymarket Square</b>
<b>Date Registered:</b>	<b>28 August 2024</b>
<b>Case Officer:</b>	<b>Chris Smith</b>
<b>Wards Affected:</b>	<b>W5R19: East Neuk And Landward</b>

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### Reasons for Referral to Committee

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This application requires to be considered by the Committee because the application is for a Major Development in terms of the Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009; there are 6 or more objections to the proposal; and as the application relates to a development at Feddinch Golf Course it requires a committee decision as agreed under previously approved Committee Action Points/Standing Orders covering the North East Fife area.

### Summary Recommendation

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The application is recommended for: Conditional Approval

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## 1.0 Background

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Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017).

National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The

adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan.

The SESplan and TAYplan Strategic Development Plans and any supplementary guidance issued in connection with them cease to have effect and no longer form part of the Development Plan. In the context of the material considerations relevant to this application there are no areas of conflict between the overarching policy provisions of the now adopted NPF4 and the adopted FIFEplan LDP 2017.

1.1.1 The proposed site (approximately 1.09 hectares in size) is located within a larger 97 hectares site and is located in the countryside near Cairnsmill to the southwest of the town of St Andrews; as defined in the Adopted FIFEplan – Fife Local Development Plan (2017). The site is located between the A915 public road (Largoward to St Andrews to the east of the site) and Mount Melville/Craigtoun Park to the west; and to the south of Cairnsmill Caravan site. The topography of the site is reasonably level, approximately 80-85m Above Ordnance Datum. The site was originally agricultural in nature, but work started in terms of forming a previously maintenance area which would serve the adjacent approved golf course. Surrounding land uses are predominantly agricultural in nature with isolated residential properties and some leisure activity sites. A man made landscape bund separates the site and the adjacent A915 and has been grassed and planted with some trees.

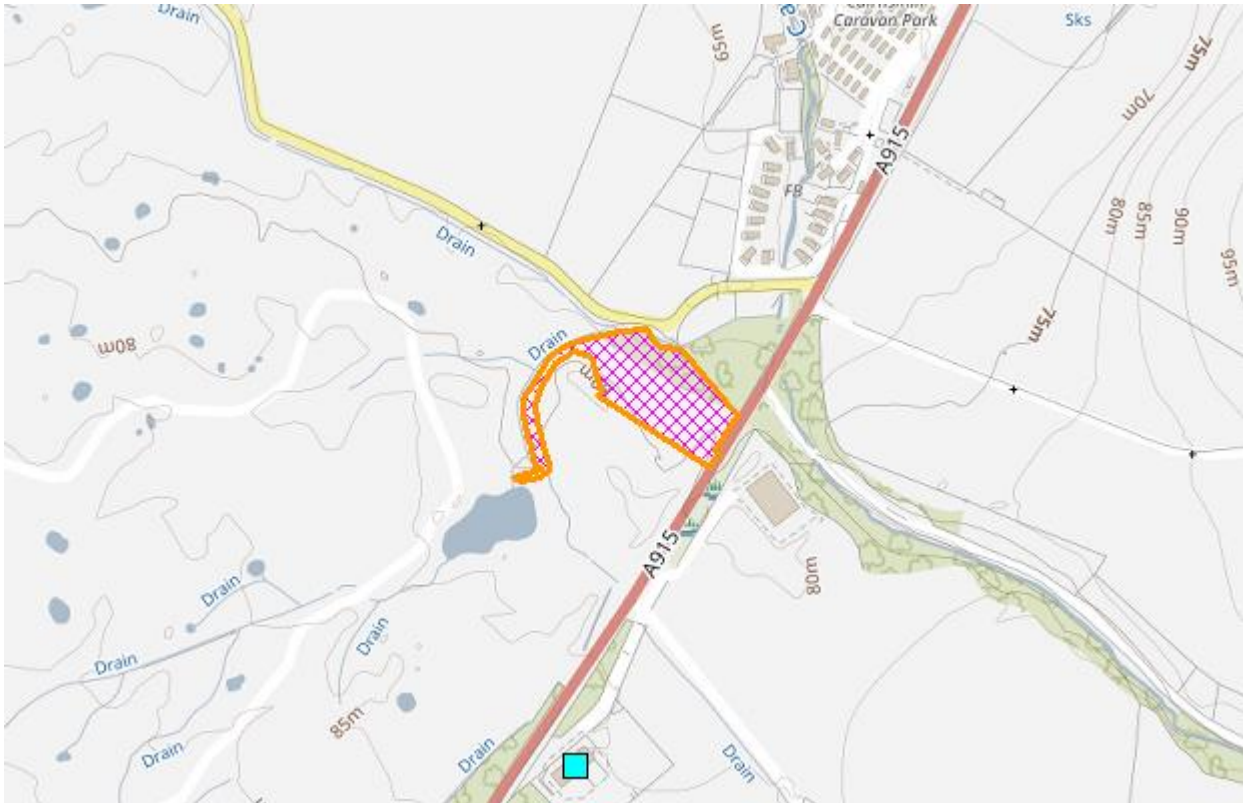
1.1.2 The site is not within a protected area for European/national natural heritage or covered by any nationally important landscape area. The site is also outwith any identified 'sensitive' area; as defined in Regulation 2(i) of the 2017 EIA Regulations. In terms of landscape area the site is located within the NatureScot (previously Scottish Natural Heritage) defined 'Lowland Hills & Valleys' landscape character type, which is not noted as a nationally important type but is local and forms part of the contribution to the wider (FIFEplan defined) 'St Andrews Greenbelt'.

1.1.3 Adjacent land uses include agricultural and isolated residential properties of which the closest are Feddinch Mains Cottages some 400 metres approximately due south and the closest non-residential uses (the leisure/tourism elements) of Cairnsmill Caravan site is located approximately 150 meters to the north.

1.1.4 Members should note that Fife Council as Local Authority also has a small land interest along part of the western edge of the A915 public road and the site as well as a small triangular parcel of land at the south-western corner of the A915-Lumbo Den junction near the southern end of Cairnsmill Caravan Park. The ownership interest is noted primarily for transport related improvements. In terms of the proposal itself, these areas of land interest relate to some landscaping and boundary improvements.

1.1.5 In terms of protected built heritage interests, the 2-storey stone wall and slate roofed Feddinch Mains Farmhouse ('B' Listed) is located approximately 600 metres to the south west and the 'C' listed Feddinch Mains Cottages. The site lies close to recorded Core Paths (R020 and R021) to the north. In terms of land quality, the site formed part of an agricultural field and has been partly developed. The inland site lies outwith SEPA's fluvial flood risk zone, but it is noted that there is some localised flooding recorded on or near the public roads as well as along the fringes of Cairnsmill Burn to the north east of the northern tip of the site.

## 1.1.6 LOCATION PLAN



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## 1.2 The Proposed Development

The proposal seeks full planning permission for the erection of an agronomy and maintenance ('Heart of House') buildings (sui generis) including the formation of a vehicular access on to the adjacent A915 road, car parking and ancillary support buildings and associated landscaping, drainage and the installation of renewable technology infrastructure. The proposed facility would be sited where a previously approved but now lapsed maintenance facility was proposed and would have served the adjacent partially completed approved golf course. Members should note that this proposal forms part of an overall larger development for which the Masterplan is also included on this agenda for their consideration under application reference 24/01711/FULL.

1.2.1 The proposed agronomy / maintenance / store / 'Heart of House' facilities would consist of two key buildings. The agronomy facility would be single storey in height with a low profile pitched roof (with solar PV units) in an agricultural shed style format externally finished with a mix of black profile metal and dark/black timber cladding and modern doors and windows. Approximate measurements are 80 metres long, 32m wide, and 6.5m to the roof ridge level. The maintenance building would be a mix of single and 2-storey in height with a contemporary style externally finished in similar finishes to the agronomy building and would be approximately 70 metres long, 60m wide and 8.5m at its maximum roof ridge height. These buildings would provide facilities for course and facility maintenance; storage; laundry; operational vehicle storage; workshops; administration/offices; food and drink stores; staff welfare facilities; and external to the main buildings there would be a materials store; vehicle fuelling and washing facilities; plant and delivery facilities; external staff parking/charging. Although linked to the internal access road network these facilities would have their own 2-lane direct access onto the adjacent A915 public road.

### 1.3 Relevant Planning History

**03/03525/EEIA** - Outline planning application to form private golf course (incorporating ponds and wetlands), erect clubhouse with 40 two-bedroom suites and greenkeeper's store, demolish existing steading, form vehicle access/car parking (resubmission). Granted conditional approval subject to signing of a Legal Agreement by the then Members of the East Area Development Committee on the 30<sup>th</sup> March 2004. Decision notice issued on the 23<sup>rd</sup> December 2004 following conclusion of the Legal Agreement.

**05/00471/EARM** - Reserved matters application for the formation of golf course, ponds and wetlands; greenkeeper's facility; new vehicle access; car parking and landscaping. Granted conditional approval by the then Members of the East Area Development Committee on the 7<sup>th</sup> June 2015 and decision notice issued on the 9<sup>th</sup> June 2005.

**08/03543/FULL** – Reconsideration of Condition 2 to extend time period to 18 months for submission of reserved matters in respect of planning application 03/03525/EEIA – Refused 17<sup>th</sup> February 2011

**10/01522/FULL** - Construction of new access road and parking area – Deemed Permitted Development in August 2010.

**11/04234/SCR** - Request for screening for the erection of a golf clubhouse with spa including the demolition of the farm buildings and the retention and reuse of the farmhouse – EIA Deemed Not Required 4<sup>th</sup> November 2012

**11/06152/FULL** - Erection of new golf clubhouse (incorporating restaurant, 41 accommodation rooms and shop), change of use of and alterations to farmhouse and boundary walls to form associated spa facilities, renewable energy plant, landscaping, car park re-modelling and demolition of the farm steading – Withdrawn 19<sup>th</sup> December 2011

**11/06267/LBC** - Listed building consent for alterations to farmhouse to form associated spa facilities, landscaping and renewable energy plant, and demolition of the farm steading with car park re-modelling – Withdrawn 19<sup>th</sup> December 2011

**11/06378/FULL** - Erection of golf clubhouse (incorporating restaurant, 41 accommodation rooms and shop), demolition of farm steading buildings, landscaping, car park, re-modelling and renewable energy plant. Applicant lodged an appeal to the Directorate of Planning and Environmental Appeals Division (DPEA) (Appeal Reference Number PPA/250/2126) in July 2012 on the basis that the application had not been determined within the statutory time period. The deemed refusal appeal was upheld by the Reporter on the 11<sup>th</sup> February 2013 and conditional approval was granted subject to a revised Legal Agreement.

**In May 2011** a report was presented to the North East Fife Area Committee confirming that the golf course had planning permission and could proceed. Any additional buildings however would need to be the subject of new applications for detailed planning permission.

**11/06386/FULL** - Change of use, alterations and extension to farmhouse to form spa facilities associated with golf course and clubhouse. Applicant lodged appeal to DPEA on basis of non-determination (Appeal Ref PPA-250-2127) and appeals dismissed on 1<sup>st</sup> October 2012.

**11/06417/LBC** - Listed building consent for alterations and extension to farmhouse to form spa facilities associated with golf course and clubhouse. Applicant lodged appeal to DPEA on basis of non-determination (Appeal Ref LBA-250-2003) and appeals dismissed on 1<sup>st</sup> October 2012.

**13/03706/FULL** - Formation of service yard including plant and machinery enclosure to serve golf course complex. Applicant lodged an appeal to the DPEA (Appeal Reference Number PPA/250/2188) in April 2014 on the basis that the application was a deemed refusal following the non-determination of the application within the statutory time period. As part of the appeal process and in order to defend the appeal itself, a report was put before Members of the North East Planning Committee on the 4<sup>th</sup> June 2014. Committee Members concurred with the officer report and recommendation that the proposal should be granted subject to the inclusion of 4 conditions. The deemed refusal appeal was upheld by the Reporter on the 19<sup>th</sup> September 2014

and conditional approval was granted subject to a minor rewording of the recommended conditions.

**13/03414/FULL** – Erection of golf course maintenance buildings including laundry, material storage, buggy store, and biomass heating plant; formation of car park and access onto A915 and; access route (pipeline) linking maintenance area to golf club building was conditionally approved by Members of the North East Fife Planning Committee on the 10<sup>th</sup> September 2014.

**14/00686/FULL** and **14/00687/LBC** to alter and extend Feddinch Mains Farmhouse for residential were withdrawn on 6<sup>th</sup> June 2014.

**15/02157/OBL** and **15/02648/OBL** to vary the terms of the legal agreements associated with permissions 03/03525/EEIA and 11/03678/FULL to amend lorry movement limits were withdrawn on 17<sup>th</sup> July and 12<sup>th</sup> October 2015 respectively.

**15/02681/OBL** - Modification of Clause 5 of planning obligation 11/06378/FULL – Withdrawn 12<sup>th</sup> October 2015.

**16/00127/FULL** - Renewal of 11/06378/FULL to erect the golf clubhouse etc. Applicant lodged an appeal to the DPEA (Appeal Reference Number PPA/250/2259) in April 2016 on the basis that the application had not been determined within the statutory time period. The deemed refusal appeal was upheld by the Reporter on the 12<sup>th</sup> January 2017 and conditional approval was granted.

**17/02810/FULL** – Formation of service yard including plant and machinery enclosure to serve the golf course complex (renewal of planning permission 13/03706/FULL) was granted conditional approval on 6<sup>th</sup> February 2018.

**24/00253/PAN** - Proposal of Application Notice for proposed golf course and related development including club house, accommodation and associated facilities, access, parking, landscaping and ancillary works – PAN notice arrangements agreed 7<sup>th</sup> February 2024.

**24/00267/SCR** - Screening Opinion for proposed golf course (mostly complete) and related development including club house, accommodation and associated facilities, access, parking, landscaping and ancillary works – EIA Not Required – 22<sup>nd</sup> March 2024.

**24/01711/FULL** – Formation of golf course with driving range, erection of clubhouse, spa and holiday accommodation, gatehouse and agronomy and maintenance buildings (sui generis) including conversion of farmhouse/steading (Class 9) to mixed use events space (Class 11) with access, car parking and ancillary support buildings and associated landscaping, drainage and renewable technology infrastructure. Included on this agenda for Members consideration.

**24/01717/FULL** - Change of use of farmhouse and steading to mixed use events space (Class 11) including replacement roofing and windows, installation of rooflights, chimney and wall cladding, formation of new windows and doors, erection of extension and canopy features (part demolition). Included on this agenda for Members consideration.

**24/01719/LBC** - Listed building consent for internal and external works to reconfigure layout including replacement roofing and windows, installation of rooflights and chimney and wall cladding, formation of new windows and doors, erection of extensions and canopy features and associated down takings and part demolition. Included on this agenda for Members consideration.

## **1.4 Application Procedures**

1.4.1 Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017). Under Section 59(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should have special regard to the desirability of preserving a Listed Building or its setting or any features of special architectural or historic interest which it possesses.

1.4.2 This is a 'Local' application forming part of a larger 'Major' application, as defined in the Town & Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009, as the overall development (9 – Other Development) would exceed the area of site threshold of 2 hectares.

1.4.3 As Fife Council has a very small land interest consideration needs to be had to The Town and Country Planning (Notification of Applications) (Scotland) Direction 2009 (as per the advice contained within Circular 3/2009) which states that where the Local Authority (i.e. Fife Council) has an interest in an application as applicant or landowner or where the Council has a financial interest in the proposed development, the Scottish Ministers must be notified of the application before planning permission is granted but only where the development is considered to be significantly contrary to the Development Plan. Such a procedure allows Ministers to consider whether any possible conflicts of interest may have unduly influenced the planning authority, or have made it difficult for the authority to retain an impartial view of the merits of the proposed development. The Direction also advises that planning authorities are not required to inform objectors of their intention to grant planning permission or advise them of their reasons for doing so, nor does it require an authority to invite further comment prior to notifying Ministers. In this instance the proposed development is not considered to be significantly contrary to the Development Plan and therefore, if approved, the application should not be referred to Scottish Ministers but can be determined by the Council and the decision notice issued.

1.4.4 With regards to engaging with the local community on the overall 'major' proposal, the applicant's agents have held a series of widely publicised local public meetings at Craigtoun Café, Craigtoun Country Park, St Andrews on 5<sup>th</sup> March and 16<sup>th</sup> April 2024 prior to submitting their application. 91 and 40 visitors (including a representative of some community groups) respectively attended these two events. The applicant's agents have also carried out pre-application scoping consultations with key statutory and non-statutory stakeholders - the full details of these consultation processes are outlined in their submitted Pre-application Consultation Report (PAC) dated July 2024. Fife Council advised the applicant's agent on 7<sup>th</sup> February 2024 that the intended methods and arrangements were acceptable and complied with the requirements for the PAC process; as defined in The Town & Country Planning (Scotland) Act 1997 as amended; as well as The Town & Country (Development Management Procedure) (Scotland) Regulations 2013. Planning Circular 3/2013, PAN 3/2010 on Community Engagement (2010) provide further guidance and advice on the PAC and general consultation requirements. The applicant's agent conducted these formal pre-application consultation exercises as required by the above PAN and through the required PAC process. The submitted post event(s) report is detailed and informative and is considered to exceed the national guidance standards expected of PAC report submissions.

1.4.5 The proposal has been advertised in The Courier and Advertiser (5<sup>th</sup> September 2024 edition) as being a proposal that could be potentially Contrary to the Development Plan. All neighbours within the standard required 20 metres were notified on the 28<sup>th</sup> August 2024, although it should be noted that neighbours within 500 metres of the wider site boundary of which this proposals forms a part of were also notified.

1.4.6 Site visits have been undertaken on the 8<sup>th</sup> September 2023 and 16<sup>th</sup> April 2024 with minor follow ups thereafter by Planning Service's Lead Officer (North). Further to these in person visits, collated digital information to allow the full consideration and assessment of the application has also been submitted by the applicant as well as being independently captured by Council officers. The following additional evidence was also used to inform the assessment of this proposal and includes:-

- Fife Council commissioned drone footage (November 2024).
- Google imagery (including Google Street View and Google satellite imagery); and
- GIS mapping software.

## 1.5 Environmental Impact Assessment Screening Opinion

1.5.1 In terms of Environmental Impact Assessment (EIA) requirements/status, the application falls within Schedule 2 to the Environmental Impact Assessment (Scotland) Regulations 2017 relating to a '*Golf courses and associated developments*' where the area of development would exceed 1 hectare (Schedule 2 (12) (f)). Screening is required where the site exceeds 1ha. As such the applicant's submitted an EIA Screening Request in January 2024 (24/00267/SCR) in relation to the overall wider 98ha site. The conclusion of the request was that a future application of this scale and nature would not require to be assessed under the Environmental Impact Assessment Regulations. The original wider development was subject to the EIA process and therefore this new proposal may be considered to be a 'change to' or 'extension of' a development that was subject to the EIA process. Overall, the proposal if approved, is not considered to be significant in EIA terms and thus was not deemed to require to go through the EIA process beyond the recent Screening process. It is however important to stress that although it was considered unnecessary to be subject to an EIA that does not lessen the importance of environmental and ecological related considerations and subsequently these are assessed later in this report.

## 1.6 Relevant Policies

### National Planning Framework 4 (2023)

Policy 1: Tackling the climate and nature crises

To encourage, promote and facilitate development that addresses the global climate emergency and nature crisis.

Policy 2: Climate mitigation and adaptation

To encourage, promote and facilitate development that minimises emissions and adapts to the current and future impacts of climate change.

Policy 3: Biodiversity

To protect biodiversity, reverse biodiversity loss, deliver positive effects from development and strengthen nature networks.

Policy 4: Natural places

To protect, restore and enhance natural assets making best use of nature-based solutions.

Policy 5: Soils

To protect carbon-rich soils, restore peatlands and minimise disturbance to soils from development.

Policy 6: Forestry, woodland and trees

To protect and expand forests, woodland and trees.

Policy 7: Historic assets and places

To protect and enhance historic environment assets and places, and to enable positive change as a catalyst for the regeneration of places.

Policy 8: Green belts

To encourage, promote and facilitate compact urban growth and use the land around our towns and cities sustainably.

Policy 9: Brownfield, vacant and derelict land

and empty buildings

To encourage, promote and facilitate the reuse of brownfield, vacant and derelict land and empty buildings, and to help reduce the need for greenfield development.



#### Policy 11: Energy

To encourage, promote and facilitate all forms of renewable energy development onshore and offshore. This includes energy generation, storage, new and replacement transmission and distribution infrastructure and emerging low-carbon and zero emissions technologies including hydrogen and carbon capture utilisation and storage (CCUS).

#### Policy 12: Zero Waste

To encourage, promote and facilitate development that is consistent with the waste hierarchy.

#### Policy 13: Sustainable transport

To encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably.

#### Policy 14: Design, quality and place

To encourage, promote and facilitate well designed development that makes successful places by taking a design-led approach and applying the Place Principle.

#### Policy 15: Local Living and 20 minute neighbourhoods

To encourage, promote and facilitate the application of the Place Principle and create connected and compact neighbourhoods where people can meet the majority of their daily needs within a reasonable distance of their home, preferably by walking, wheeling or cycling or using sustainable transport options.

#### Policy 18: Infrastructure first

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

#### Policy 19: Heat and cooling

To encourage, promote and facilitate development that supports decarbonised solutions to heat and cooling demand and ensure adaptation to more extreme temperatures.

#### Policy 20: Blue and green infrastructure

To protect and enhance blue and green infrastructure and their networks

#### Policy 21: Play, recreation and sport

To encourage, promote and facilitate spaces and opportunities for play, recreation and sport.

#### Policy 22: Flood risk and water management

To strengthen resilience to flood risk by promoting avoidance as a first principle and reducing the vulnerability of existing and future development to flooding.

#### Policy 23: Health and safety

To protect people and places from environmental harm, mitigate risks arising from safety hazards and encourage, promote and facilitate development that improves health and wellbeing.

#### Policy 25: Community wealth building

To encourage, promote and facilitate a new strategic approach to economic development that also provides a practical model for building a wellbeing economy at local, regional and national levels.

#### Policy 26: Business and industry

To encourage, promote and facilitate business and industry uses and to enable alternative ways of working such as home working, live-work units and micro-businesses

## Policy 29: Rural development

To encourage rural economic activity, innovation and diversification whilst ensuring that the distinctive character of the rural area and the service function of small towns, natural assets and cultural heritage are safeguarded and enhanced.

## Policy 30: Tourism

To encourage, promote and facilitate sustainable tourism development which benefits local people, is consistent with our net zero and nature commitments, and inspires people to visit Scotland.

## **Adopted FIFEplan (2017)**

### Policy 1: Development Principles

Development proposals will be supported if they conform to relevant Development Plan policies and proposals, and address their individual and cumulative impacts.

### Policy 3: Infrastructure and Services

Outcomes: New development is accompanied, on a proportionate basis, by the site and community infrastructure necessary as a result of the development so that communities function sustainably without creating an unreasonable impact on the public purse or existing services.

### Policy 4: Planning Obligations

Outcomes: New development provides for additional capacity or improvements in existing infrastructure to avoid a net loss in infrastructure capacity.

### Policy 7: Development in the Countryside

Outcome: A rural environment and economy which has prosperous and sustainable communities and businesses whilst protecting and enhancing environmental quality.

### Policy 9: Green Belt

Outcome: Development in the Dunfermline and St Andrews Green Belts is managed to protect and enhance these towns' respective character, landscape settings, and identities.

### Policy 10: Amenity

Outcome: Places in which people feel their environment offers them a good quality of life.

### Policy 11: Low Carbon Fife

Outcome: Fife Council contributes to the Climate Change (Scotland) Act 2009 target of reducing greenhouse gas emissions by at least 80% by 2050. Energy resources are harnessed in appropriate locations and in a manner where the environmental and cumulative impacts are within acceptable limits.

### Policy 12: Flooding and the Water Environment

Outcome: Flood risk and surface drainage is managed to avoid or reduce the potential for surface water flooding. The functional floodplain is safeguarded. The quality of the water environment is improved.

### Policy 13: Natural Environment and Access

Outcomes: Fife's environmental assets are maintained and enhanced; Green networks are developed across Fife; Biodiversity in the wider environment is enhanced and pressure on ecosystems reduced enabling them to more easily respond to change; Fife's natural environment is enjoyed by residents and visitors.

## Policy 14: Built and Historic Environment

Outcomes: Better quality places across Fife from new, good quality development and in which environmental assets are maintain, and Fife's built and cultural heritage contributes to the environment enjoyed by residents and visitors.

### **National Guidance and Legislation**

The Town & Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009

The Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations (2017)

EU Directive 2000/60/EC (Water Directive Framework)

Water Environment and Water Services Act (Scotland) 2003

Water Environment (Controlled Activities) (Scotland) Regulations 2011

Circular 4/1998 The Use of Conditions in Planning Permissions (1998)

Circular 7/2007 Consultation on and Notification of Planning Applications for Outdoor Sports Facilities and Open Space (2007)

Circular 5/2009 Hierarchy of Developments (2009)

Circular 3/2012 Planning Obligations and Good Neighbour Agreements (2012)

Circular 3/2013 Development Management Procedures (2015)

PAN 33 Development of Contaminated Land (Revised 2000)

PAN 43 Golf Courses and Associated Development (1994)

PAN 47 Community Councils and Planning (1996)

PAN 51 Planning, Environmental Protection and Regulation (Revised 2006)

PAN 60 Planning for Natural Heritage (2000)

PAN 61 Planning and Sustainable Urban Drainage Systems (2001)

PAN 68 Design Statements (2003)

Scottish Government Online Planning Advice Note on Flood Risk (2015 version)

PAN 73 Rural Diversification (2005)

PAN 75 Planning for Transport (2005)

PAN 78 Inclusive Design (2006)

PAN 79 Water and Drainage (2006)

PAN 3/2010 Community Engagement (2010)

PAN 1/2011 Planning & Noise (2011)

PAN 2/2011 Planning & Archaeology (2011)

Historic Environment Scotland – Policy Statement (2016)

Creating Places: A Policy Statement on Architecture and Place for Scotland (2013)

Designing Streets: A Policy Statement for Scotland (2010)

Climate Change (Scotland) Act 2009

Low Carbon Scotland: Meeting the Emissions Reductions Targets 2013-2027

Flood Risk Management (Scotland) Act 2009

## **Supplementary Guidance**

-Supplementary Guidance: Low Carbon Fife (2019)

-Low Carbon Fife Supplementary Planning Guidance provides guidance on:-assessing low carbon energy applications; demonstrating compliance with CO2 emissions reduction targets and district heating requirements; requirements for air quality assessments.

-Supplementary Guidance: Making Fife's Places (2018)

Making Fife's Places Supplementary Guidance sets out Fife Council's expectations for the design of development in Fife.

-Developing Brownfield Sites (2018)

-Coal Mining Areas (2024)

-Design and Access Statements (2016)

-Planning Policy Guidance: Development and Noise (2021)

Policy for Development and Noise looks at both noisy and noise sensitive land. Noise sensitive developments may need to incorporate mitigation measures through design, layout, construction or physical noise barriers to achieve acceptable acoustic conditions.

-Planning Policy Guidance: Planning Obligations (2017)

-Planning Obligations guidance seeks to ensure that new development addresses any impacts it creates on roads, schools and community facilities. It assists the development industry to better understand the costs and requirements that will be sought by Fife Council and provides certainty to communities and public bodies that new development will have no negative impact.

## **Planning Policy Guidance**

### **Planning Customer Guidelines**

-Daylight and Sunlight (2022)

-Trees and Development (2016)

-Minimum Distances between Window Openings (2016)

### **Other Relevant Guidance**

Scottish Government Circular 3/2012 (Revised 2020) on Planning Obligations and Good Neighbour Agreements

Scottish Government Circular 1/2017 on The Town & Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2017

Scottish Government PAN 1/2013 on Environmental Impact Assessment (Revised June 2017)

Fife Council Plan for Fife – Local Outcome Improvement Plan 2017-2027 (2017)

Fife Landscape Character Assessment (1999)

Fife Council Contaminated Land Working Group Guide to Developing Contaminated Land within Fife (2004)

Fife Council Guidance Note on Flooding and Drainage Issues in Relation to Planning and Development

Fife Council Making Fife's Places - Appendices A, B, C and D – Site Appraisal Information – Natural heritage and biodiversity; Landscape; Historic Environments; and Trees

Fife Council Making Fife's Places – Appendix G - Transportation Guidelines

Fife Council Making Fife's Places - Appendix H - Green Networks

Fife Council Making Fife's Places - Planning Policy Guidance

## **2.0 Assessment**

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### **2.1 Relevant Matters**

The matters to be assessed against the development plan and other material considerations are:

- Principle of Development
- Economy / Employment
- Design and Layout / Landscape and Visual Impact / Impact on Skyline
- Impact on Greenbelt
- Impact on Listed Building / Setting/Historic Gardens & Designed Landscape / Archaeology
- Residential Amenity
- Transportation / Road Safety
- Flooding and Drainage / Water Quality
- Contaminated Land and Air Quality
- Natural Heritage and Trees
- Access / Rights of Way / Outdoor Recreation / Green Network
- Sustainability / Low Carbon

### **2.2 Principle of Development**

2.2.1 NPF4 Policy 9 (Brownfield, Vacant and Derelict Land and Empty Buildings) Parts (a and d) support development proposals that will result in the sustainable reuse of brownfield land including vacant and derelict land and buildings, whether permanent or temporary and also supports the reuse of existing buildings, taking into account their suitability for conversion to other uses. Policy 9 (b) advises that proposals on greenfield sites will not be supported unless the site has been allocated for development, or the proposals is explicitly supported by policies in the LDP. NPF4 Policy 15 (Local Living and 20 Minute Neighbourhoods) aims to encourage, promote and facilitate the application of the Place Principle and create connected and compact neighbourhoods where people can meet the majority of their daily needs within a reasonable distance of their home, preferably by walking, wheeling or cycling or using sustainable transport options and where relevant within 20 minutes neighbourhoods.

2.2.2 NPF4 Policy 29 (Rural Development) aims to encourage rural economic activity, innovation and diversification whilst ensuring that the distinctive character of the rural area and the service function of small towns, natural assets and cultural heritage are safeguarded and enhanced and therefore LDPs should identify the characteristics and needs of rural areas. Development proposals in rural areas should be suitably scaled, sited and designed to be in keeping with the character of the area; should contribute to local living as well as the transport needs of the development as appropriate for the rural location. Proposals under part (c) should ensure amongst other criteria that it is suitable in terms of location, access, siting, design and environmental impact.

2.2.3 NPF4 Policy 30 (Tourism) advises that LDPs should support the recovery, growth and long term resilience of the tourism sector and therefore should identify suitable locations which reflect opportunities for tourism development by taking full account of the needs of communities, visitors, the industry and the environment, all of which is considered in more detail later in this report.

2.2.4 Adopted FIFEplan Policy 1 Part A; 1) advises that the principle of development within a defined settlement boundary which is compliant with the policies for the location; or in a location where the proposed use is supported by the Local Development Plan, will be supported. Policy 1 Part B advises that development proposals must address their development impact by complying with the relevant criteria and supporting policies where relevant of which those applicable in this instance include - mitigating against the loss in infrastructure capacity by adding additional capacity or improving the existing infrastructure; avoid the loss of valuable cultural, tourism and community resources; in the case of proposals in the countryside or green belt, be a use appropriate for these locations (as per Policy 7 and 9 in this case); protect sport and recreation facilities; safeguard the character and qualities of the landscape; avoid flooding and impacts on water quality; safeguard and avoid the loss of natural resources; and, safeguard the characteristics of the historic environment including archaeology and proposals should be supported with the appropriate supporting information listed in Policy 1 (c).

2.2.5 FIFEplan Policy 7 (Development in the Countryside) advises that development in the countryside will only be supported where it is for amongst other land uses listed, is for facilities for outdoor recreation, tourism or other development which demonstrates a proven need for a countryside location; is for the extension of established businesses; or is for access to the countryside. In all cases, the development must be of a scale and nature compatible with surrounding uses; be well located in respect of available infrastructure and contribute to the need for any improved infrastructure; and be located and designed to protect the overall landscape and environmental quality of the area.

2.2.6 PAN 43 on Golf Courses and Associated Development (1994) provides further supporting information and guidance when considering such proposals.

2.2.7 The Fife Partnership's Plan for Fife - Local Outcome Improvement Plan 2017-2027 (2017) is Fife's new overall community plan, which aims to deliver real improvements for the people of Fife over the next 10 years resulting in a fairer Fife. The plan provides a clear focus for all other plans and sits alongside the Local Development Plan (FIFEplan), which deals with physical and spatial planning issues, and the Climate Change Strategy, which sets out what the Partnership aims to do to address climate change and its likely impacts. The Partnership also has 7 local community plans, one for each local committee area. The vision for a fairer Fife is based on 4 priority themes - Opportunities for All; Thriving Places; Inclusive Growth and jobs; and Community Led Services. The plan sets out the main challenges, changes needed, and actions required over the next 10 years for each priority area to achieve where Fife wants to be in 2027. In order to ensure progress is made, 12 ambitions have been identified to measure progress and the plan will be reviewed every 3 years to take account of any changes in the challenges and opportunities within Fife during that time. In summary, the 12 ambitions aim to make Fife - poverty free; fair work, affordable, connected, empowered, skilled and healthier. Planning therefore has a key proactive role in helping to achieve these ambitions - for example supporting proposals which in turn allow people to maximise household incomes and reduce poverty levels; increase employment opportunities and invest in infrastructure; make Fife one of Scotland's best loved tourist destinations; improve health; improve affordability, availability, condition and mix of housing; invest in better connected and digitally enabled communities; and improve local environments.

2.2.8 In terms of development on prime agricultural land (defined as Classes 1, 2 and 3.1 in the land capability classification for agricultural development by the James Hutton Institute, FIFEplan Policy 7 advises that proposals will not be supported except in certain circumstances including those where it is necessary to meet an established need where no other suitable site is available or is for small-scale development directly linked to a rural business. NPF4 Policy 5 (Soils) advises that LDPs should protect locally, regionally, nationally and internationally valued soils; minimise the amount of disturbance to soils on undeveloped land and protect soils from damage including compaction and erosion etc. Policy 5 (b) also advises that development proposals on prime agricultural land etc that is locally important for a primary use as identified in the LDP will only be supported where it is for essential infrastructure and there is a specific locational need; it is for small-scale development directly linked to a rural business amongst others listed and in all exceptions, the layout and design of the proposal minimises the amount of protected land that is required.

2.2.9 In terms of the loss of prime agricultural land, the site lies within a Class 3.1 area of highly productive prime quality land which is capable of producing a wide range of crops. The area of land however already has permission for redevelopment as part of the golf course and club house development. A decision has therefore already been taken to allow a development of the prime agricultural land. The majority of the wider development is for golf course development which is ultimately reversible. This development would not be reversible, however it is on the area that was previously approved for irreversible development i.e. the maintenance compound associated with the wider golf course.

2.2.10 Concerns raised by third parties regarding the proposal being contrary to the Local Development Plan and in specifically in terms of policy principles, these comments have been noted and considered and are not considered to be significant to merit a refusal for the following reasons outlined in this section of the report.

2.2.11 In this instance, the proposal is considered to be acceptable in principle as it relates to an approved golf course development which as an outdoor recreational / tourist related land use is considered to require a rural countryside location and is of a land use type that is supported from a policy position within a countryside location. Further to that, this element of the overall development proposal would be located on the site of a previously approved maintenance compound which would have provided ancillary support to the day to day running of the site. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard. The overall acceptability of such a development must however also meet other policy criteria and these issues are considered in detail below.

## **2.3 Economy / Employment**

2.3.1 NPF4 Policy 25 (Community Wealth Building) advises that proposals which contribute to local or regional community wealth building strategies and are consistent with local economic priorities will be supported. Policy 26 also advises that development proposals for business and industry will take into account impact(s) on surrounding residential amenity; sensitive uses and the natural and historic environment as well as the need for any appropriate site restoration at the end of the period of commercial use.

2.3.2 NPF4 Policy 29 (a) also supports proposals amongst other criteria listed, that contribute to the viability, sustainability and diversity of rural communities and local rural economy including the diversification of existing businesses and under part (b), the proposal is suitably scaled, sited and designed to be in keeping with the character of the area. Whilst proposals under part (c), should ensure support of local employment as well as being suitable in terms of location, access, siting, design and environmental impact.

2.3.3 NPF4 Policy 30 (Tourism) advises that proposals for new or extended tourist facilities or accommodation will be supported but proposals must take account of the contribution to the local economy; the compatibility with the surrounding area in terms of the nature and scale of the activity and impacts of increased visitors; impacts on communities; opportunities for sustainable travel and appropriate management of traffic generation; scope for sustaining public transport; accessibility for all; minimising carbon emissions; as well as providing opportunities for access to the natural environment.

2.3.4 FIFEplan Policy 5 (Employment Land and Property) supports proposals that are employment use classes consistent with existing or proposed employment activity on the site or neighbouring employment sites.

2.3.5 The applicants submitted an Economic Impact Assessment report in support of the related Masterplan proposal (24/01711/FULL), which demonstrated that the wider development would provide significantly positive economic and employment benefits for the local area as well as the region and Scotland. This proposal is deemed essential as a key part of the day to day on-site operations and therefore would assist in contributing to these wider positive outcomes if approved.

2.3.6 In assessing the wider overall proposal, Fife Councils Economic Development officers were consulted and advised that as the proposal has stalled for several years and the land at Feddinch has been underutilised, the Economic Development team are supportive of this wider proposal which will see the creation of jobs and investment into the wider area.

2.3.7 Concerns raised by third parties regarding limited employment opportunities; as well as a lack of benefits for the area and town and local communities have been noted and are not considered to be likely for the following reasons outlined in this section of the report.

2.3.8 In this instance the proposal is considered acceptable as it would be a key component in assisting in the day to day running and operational activities of an already approved golfing/leisure/tourist related development, which would attract additional visitors to this area of St Andrews and North East Fife and help enhance the tourist period annually. Further to this, the proposal would also generate employment opportunities in a range of positions, create positive economic benefits (both direct and in-direct) to local markets and would not undermine any other existing employment enterprises; all in line with the relevant national and local policies and guidance in this regard as well as the Plan for Fife – Local Outcome Improvement Plan.

## **2.4 Design and Layout / Landscape & Visual Impact / Impact on Skyline**

2.4.1 NPF4 Policy 14 (Design, Quality and Place) supports development where it will be designed to improve the quality of an area whether in urban or rural locations regardless of scale otherwise they will not be supported. Policy 14 and Annex D advises that development proposals shall be supported where they are consistent with, where relevant, the six qualities of successful places such as Healthy, Pleasant, Connected, Distinctive, Sustainable and Adaptable. Conversely this policy (Part (c)) also states that development proposals which are poorly designed will not be supported.

2.4.2 Approved FIFEplan Policy 1 (Part B (7 and 10)); Policy 10 (7); and Policy 14 advise that proposals should safeguard the character and qualities of the built and historic environment and wider landscape (including skylines), proposals should not lead to a significant visual detrimental impact on their surrounds, and new developments must meet the 6 qualities of successful places - distinctive; welcoming; adaptable; resource efficient; safe and pleasant; and, easy to move around and beyond. Further guidance on how these qualities will be interpreted



and addressed are provided in Fife Council's Making Fife's Places Supplementary Guidance document. Policy 13 of FIFEplan also reiterates that development proposals will only be supported where they protect or enhance natural heritage and access assets as well as well as landscape character and views, and that they add to the landscape quality and amenity value. In this instance the site is within the rural and countryside character and greenbelt for St Andrews and views of the site whilst limited should still consider the potential impact on the wider settlement skyline as well as the rural backdrop when viewed from the town itself.

2.4.3 The Scottish Government's document Creating Places: A Policy Statement on Architecture and Place for Scotland (2013) again refers to the 6 qualities of successful places but also sets out the principles for the need for new developments to include sustainability, good architecture, and quality building design. In doing so such developments will assist in conserving and enhancing the built environment, help promote regeneration, and thus add to the communities themselves. The document also advises that new development proposals should reflect a site's setting, the local form of buildings, and use of finishing materials.

2.4.4 Further guidance on the application of these principles to specific proposals is set out in Fife Council's Making Fife's Places Supplementary Guidance. Applicants are encouraged to demonstrate that the proposal has followed a robust design process. Making Fife's Places includes an evaluation framework to guide the assessment of the design process undertaken.

2.4.5 The site is located within the NatureScot (previously Scottish Natural Heritage) 'Lowland Hills & Valleys' landscape character type; as defined in the Fife Landscape Character Assessment (1999) document. This character type is characterised as typically consisting of a subtle variety of landforms; open regular farmland patterns of medium scale fields of arable and grasslands; variable pattern of post and wire fences and mostly tall hedges and hedgerow trees; shelter plantations; roadside planting; policies linked to large estates; regular often linear pattern of steadings and larger settlements and towns all of which are generally well related to the landscape; other dominant linear and point features of plantations and tree groups; individual local buildings often set in a quiet balanced calm landscape with large areas of hills and shallow valleys in the St Andrews – Kinaldy Den area.

2.4.6 The development advice within the Character Assessment document for this defined area is as follows – subject to appropriate design and siting, this landscape area has the capacity to accommodate other forms of modest-scale development and structures, though in prominent locations these should be subject to landscape and visual impact assessments. The careful siting and design of any new high or bulky structures so that they are not on skylines or otherwise conspicuous; appropriate conversion of farm buildings should be encouraged as should retaining traditional boundary treatments and planting with new planting equally encouraged. Proposals should suit the landform and existing and new planting to help relate the structure to the landscape setting.

2.4.7 The applicants have submitted a Design and Access statement and carried out a Landscape and Visual Impact Assessment with associated visual photomontages as part of their wider appraisal, which provides details on the rural setting, landscape, visual and design principles employed in reaching the proposed design and layout of this proposal as well as the soft and hard landscaping, rationale for the high quality pallet of materials chosen are all considered. These two documents were lodged as part of the consideration of the wider associated Masterplan application (24/01711/FULL).

2.4.8 Concerns raised by third parties regarding scale, design and overdevelopment of the built aspects of the whole site as well as impacts on the wider landscape character have been noted and considered and are not considered to be significant to merit a refusal for the following reasons outlined in this section of the report.

2.4.9 In this instance the small site is located at lower level and mostly screened by manmade features (bunding) on the more public sides of the site of which some have natural landscaping.

2.4.10 In terms of design matters, the proposal is considered acceptable as it would develop an area of the wider site that was previously approved for the golf course maintenance area and therefore has a proven need in a rural area. Further to this, the site would be located in a low-level area and whilst the building designs would be modern in style they would have a building height with a lower level construction appearance through the inclusion of low angled pitched-roofs and would relate well to the typical local characteristic of other nearby buildings (agricultural and commercial in nature) which are also positioned in isolated piecemeal locations. The two key buildings would also relate well to other low-level modern agricultural buildings located nearby. The external finishes proposed are typical finishes used in both urban and rural settings and have been approved elsewhere in this part of Fife. Whilst the proposed frontages (of the two main buildings) would be more visible from the A915 through the proposed partial removal of part of the existing manmade bunding (in order to also comply with road standard visibility splay requirements) the narrower or stepped footprints of the east elevations of those buildings would have a more visually 'open or public' visual appearance than agricultural buildings would typically have. The buildings would also be set back approximately 40 metres from the main road thus limiting their visual appearance to a short section of the A915. Further to that the site would also be naturally screened through new tree planting along the frontage adjacent to the A915. Overall, it is considered that there would be no significant nor detrimental visual impact to the designated landscape area, character of the wider Greenbelt nor would the design, scale and external finishes be out of character for this area. Views would be very limited to a short length of road and obliquely seen as passing by. The low level structures would not impact on the skyline or setting of the town of St Andrews. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.5 Impact on Greenbelt**

2.5.1 NPF4 Policy 8 advises that LDPs should consider using greenbelts to support their spatial strategy as a settlement management tool to restrict development around towns and cities. The policy advises that greenbelts may be zoned around settlements where there is significant danger of unsustainable growth in car-based commuting or suburbanisation of the countryside. Policy 8 (a) advises that proposals within a greenbelt designated within the LDP will only be supported if amongst others listed, they are for outdoor recreation, play and sport or leisure and tourism uses; and developments that provide opportunities for access to the open countryside (including routes for active travel and core paths). However, Policy 8 also advises that the following requirements should also be met including amongst others listed, reasons are provided as to why a greenbelt location is essential and why it cannot be located on an alternative site outwith the greenbelt; the purpose of the greenbelt is not undermined; the proposal is compatible with the surrounding established countryside and landscape character; the proposal has been designed to ensure it is of an appropriate scale, massing and external appearance, and uses materials that minimise visual impacts on the greenbelt as far as is possible; and, there will be no significant long-term impacts on the environmental quality of the greenbelt.

2.5.2 FIFEplan Policy 1 Part B (5) and Policy 9 advises that development in a designated green belt will only be supported where it is required for amongst other uses listed outdoor recreation uses compatible with an agricultural or natural setting; intensification of established uses; is for

essential infrastructure and no other suitable site is available. In all cases, development in the green belts must be of a scale and nature compatible with surrounding uses; maintain the setting and the key views to and from the historic core of St Andrews as appropriate; improve the landscape and environmental quality of the green belt; improve local infrastructure, which may include improving opportunities for public access between the town and countryside by linking green spaces; and be of a high quality design.

2.5.3 Concerns raised by third parties regarding the development of the St Andrews Greenbelt have been noted and considered but the proposal is not deemed to be contrary to the relevant policies aimed at protecting such designated areas for the following reasons outlined in this section of the report.

2.5.4 As there are key planning permissions in place to justify the development of a golf course and clubhouse at this location and this ancillary element formed part of previous planning approvals albeit they have since lapsed except that of the golf course, the principle of carrying out this form of ancillary development within the green belt and countryside has been accepted. The site, sitting within the boundaries of all the consented developments, are clearly linked in terms of location and purpose to the original consented development. The site occupies an area of land that has previous permission for redevelopment as a maintenance facility and therefore by default the development is therefore considered fully justified under FIFEplan Policy 7 as it relates to an essential operational aspect of an approved “outdoor recreation, tourism, or other development which demonstrates a proven need for a countryside location” and Policy 9 as a directly linked ancillary element to an approved “outdoor recreation use compatible with an agricultural or natural setting”.

2.5.5 In this instance the proposal is considered acceptable as it would be directly associated with an approved outdoor recreation, play and sport/leisure and tourism use which can be supported in a rural and greenbelt location. In terms of being appropriately scaled and designed for a greenbelt site, that too is considered acceptable as outlined earlier in this report. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.6 Impact on Listed Building / Setting / Historic Gardens & Designed Landscape / Archaeology**

2.6.1 Under Section 59(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the planning application the Planning Authority should have special regard to the desirability of preserving a Listed Building or its setting or any features of special architectural or historic interest which it possesses.

2.6.2 NPF4 Policy 7 (Historic Assets and Places) aims to protect and enhance historic environment assets and places, and to enable positive change as a catalyst for the regeneration of places. Policy 7 Part (a) advises that development proposals with a potentially significant impact on historic assets or places will be accompanied by an assessment which is based on an understanding of the cultural significance of the historic asset and/or place. The assessment should identify the likely visual or physical impact of any proposals for change, including cumulative effects and provide a sound basis for managing the impacts of change.

2.6.3 NPF4 Policy 7 Part (c) advises that development proposals affecting the setting of a listed building should preserve its character, and its special architectural or historic interest. Whilst Policy 7 (i) advises that proposals affecting nationally important Gardens and Designed Landscapes will be supported where they protect, preserve or enhance their cultural significance, character and integrity and where proposals will not significantly impact on important views to, from and within the site or its setting.

2.6.4 The policies of the Development Plan follow on from the guidelines set out in Historic Environment Policy for Scotland (2019) document, which indicates that development that fails to preserve or enhance the character or appearance of the property should normally be refused planning permission. Development that does not harm the building or its setting should be treated as being one, which preserves the areas/buildings character or appearance. Consideration should also be given the Historic Environment Scotland guidance document New Development in Historic Settings (2010).

2.6.5 Adopted FIFEplan Policy 1 (Part B (10)); Policy 10 (7); and Policy 14 (Built and Historic Environment) advise that proposals should safeguard the characteristics of the historic environment, proposals should not lead to a significant visual detrimental impact on their surrounds, and new developments must meet the 6 qualities of successful places - distinctive; welcoming; adaptable; resource efficient; safe and pleasant; and, easy to move around and beyond. Development proposals must meet a number of criteria including the avoidance of loss of valuable cultural, tourism and community resources. Further to this, Policy 14 also advises that development, which protects or enhances buildings or other built heritage of special architectural or historic interest, will be supported. Further to this, all archaeological sites and deposits, whether statutorily protected or not, are considered to be of significance. If unforeseen archaeological remains are discovered during the development, the developer is required to notify Fife Council and to undertake the appropriate investigations.

2.6.6 In this instance the proposal is considered acceptable as it would be suitably distant from the nearest listed buildings of Feddinch Farmhouse as well as Feddinch Cottages not to affect their listed status nor impact on their own respective settings. Further to that the designated Gardens and Designed Landscapes site at Craigtoun as well as its important assets and vistas would also be approximately 650 metres distant from this site and therefore would not have an impact on that heritage asset. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.7 Residential Amenity**

2.7.1 NPF 4 Policy 16 Part (g) whilst predominantly for householder development proposals advises that support will generally be given where proposals – (i) do not have a detrimental impact on the character or environmental quality of the home and the surrounding area in terms of size, design and materials; and (ii) do not have a detrimental effect on the neighbouring properties in terms of physical impact, overshadowing or overlooking. In this instance whilst again the policy criteria relates to householder developments, these requirements are also considered materially relevant to protect the amenity of nearby sensitive receptors such as existing householders.

2.7.2 Fife Council's Planning Customer Guidelines on Daylight and Sunlight (2018) set out the standards for proposals to ensure that properties are not unacceptably overshadowed and that the levels of natural daylight reaching existing properties are not significantly diminished as a result of any proposed development.

2.7.3 Adopted FIFEplan Policy 10 (Amenity) advises that development will only be supported if it does not have a significant detrimental impact on the amenity of existing or proposed land uses. Proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to air quality; contaminated and unstable land; noise, light and odour pollution or other nuisances; traffic movements; loss of privacy, sunlight and daylight; construction impacts; or the visual impact of a development on the surrounding area. Where potential amenity impacts are identified the relevant mitigation measures will be required to be implemented by the developer to an agreed timetable and specification. The actions required to

mitigate or avoid amenity impact will vary according to the circumstances in each case but will include measures such as landscape buffer strips between incompatible uses, separation distances, noise attenuation screens or fences, and bunding.

2.7.4 In this instance the typical amenity issues would include noise, odour, privacy, daylight levels as well as potential overshadowing. In this instance the closest third-party residential properties to the site would be located at Feddinch Mains and Brae Cottages (approx. 400m south of the site). Cairnsmill Caravan site accommodation would be approximately 140m to the north and Lumbo Farmhouse/Steadings/Cottages etc would be some 660m to the west.

2.7.5 NPF4 Policy 23 (Health and Safety) Part (b) advises that development proposals which are likely to have a significant adverse effect on health will not be supported whilst Part (d) advises that proposals likely to have a significant adverse effect on air quality will not be supported unlike proposals that would improve air quality. Likewise Part (e) advises that unacceptable noise issues will not be supported. Further to that the agent of change principle would apply to noise sensitive development. Air Quality and Noise Impact Assessments may be required.

2.7.6 PAN 1/2011 establishes the best practice and the planning considerations to be taken into account with regard to developments that may generate noise, or developments that may be subject to noise. Adopted FIFEplan Policy 10 advises that development will only be supported if it does not have a significant detrimental impact on the amenity of existing or proposed land uses. Proposals must demonstrate amongst others listed that they will not lead to a significant detrimental impact on amenity in relation to air quality; noise, odour or light pollution or other nuisances; traffic movements; or construction impacts. Overall, the policy aims to ensure new development is required to be implemented in a manner that ensures that existing uses and the quality of life of those in the local area are not adversely affected. If potential negative impacts are identified, development proposals may still meet the requirements of this policy if suitable mitigation is implemented. PAN 51 provides further guidance and advice regarding environmental protection and regulation. Fife Council's interactive guidance on Air Quality in Fife - A Developers Guide, also provides advice and guidance relating to air quality in the region.

2.7.7 In support of the overall Masterplan application (24/01711/FULL), the applicants have submitted a Scheme of Works outline plan covering the key construction impacts and general arrangements. The plan covers the proposed engagement with third party neighbours; compound arrangements; traffic and parking arrangements; site working hours; emergency procedures; site security measures; health and safety matters; temporary service arrangements; environmental and amenity protection issues; acoustic mitigation as well as the details relating to service infrastructure protections and improvements for the local area (e.g. water, power and communications); as well as the proposed construction phasing plan. The plan advises that compliance with all national applicable construction standards will be carried out at all times. The plan also advises that the anticipated site working hours for the construction phases would typically be 7am to 7pm on Mondays to Fridays with flexibility depending on the seasons to allow working in the daylight etc. The plan is clear to confirm that noisy activities during construction would not commence near adjacent properties before 8am. The 3 key programmed construction phases of the wider site are proposed of which the development of this site would be done in 2 stages and would be early on in the overall development if approved.

2.7.8 Concerns raised by third parties regarding potential residential amenity issues related to the wider site (e.g. noise, light pollution and traffic noise etc.) have been noted and considered and are not deemed to be significant to raise any amenity issues for the following reasons outlined in this section of the report.

2.7.9 In this instance the proposal is considered acceptable as it would be suitably scaled, positioned and distant with intervening natural screening implemented all to ensure there are no amenity issues as listed above occurring to the detriment of any of the nearby sensitive receptors/occupiers of third party properties. The buildings would be low level, sited more than the minimum off-set distances to third parties, be visually screened and ventilated and all vehicular traffic movements would be directly on to the main public road (A915) as opposed to users having to travel past via internal access roads. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.8 Transportation / Road Safety**

2.8.1 NPF4 Policy 13 (Sustainable Transport) aims to encourage, promote and facilitate developments through the LDP that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably. Part (b) advises that support will be given where it can be demonstrated that transport requirements generated have been considered in line with sustainable travel hierarchies; will be accessible by public transport; integrate transport modes; provide low or zero-emission vehicle and cycle charging points; supply safe, secure and convenient cycle parking to meet the needs of users; and designed to incorporate road and pedestrian safety needs and measures including reducing vehicle numbers and speeds; and adequately mitigate any impact on local public access routes etc.

2.8.2 NPF4 Policy 13 Part (c) also advises that Transport Assessments will be needed where proposal will generate a significant increase in number of person trips, whilst Part (d) advises that development proposals for significant travel generating uses will not be supported in locations which would increase reliance on the private car, taking into account the specific characteristics of the area. Further to these Travel Plans with supporting planning conditions/obligations may be necessary (Part (f)). PAN 75 also provides further guidance and advice on transportation matters.

2.8.3 FIFEplan Policy 1 Part B criterion 1 requires new development to address its local impact on local infrastructure. Policy 1 Part C criterion 2 requires a proposal to include measures to mitigate expected increased traffic levels. Whilst Policy 3 advises that development must be designed and implemented in a manner that ensures it delivers the required level of infrastructure and functions in a sustainable manner. Such infrastructure and services in this instance include; local transport and safe access routes which link with existing networks including walking and cycling. Once impacts have been identified (possibly through Transport Assessments), mitigation must be identified and agreed prior to an application being determined. Fife Council's Transportation Development Guidelines, as an Appendix to Making Fife's Places, set out the technical requirements new development must achieve in order to ensure road safety is built into the design of new transport infrastructure.

2.8.4 In support of the wider Masterplan proposal (24/01711/FULL) the applicants have submitted a Transport Statement report and a separate Travel Plan document. The statement report advises that it is expected that development would be seasonal with anticipated opening from May to October and the course operational daily between 07:30 and 19:30. Approximately 120 staff would be employed at the operational stage with a 2-shift pattern introduced with one shift (60 staff) running from 05:30 and a shift change at 14:00/15:00 and second shift (60 staff) finishing at approximately midnight. The applicants also intend to provide staff accommodation for up to 48 staff members in the St Andrews area with designated pick-up/drop-off points

defined. In this instance the staff offices and facilities (maintenance and 'Heart of House' elements) would be located in this smaller site (at the northern part of the wider site) and would be linked to the rest of the site via internal access routes where staff would use them to reach work locations/delivery/pick-up areas etc. Cycling and cycling facilities (including changing rooms and lockers along with covered bike storage facilities) for staff will also be encouraged/provided. In terms of on-site parking, it is proposed to provide 88 vehicle spaces at this part of the wider site (73 general staff spaces and 5 accessible spaces). Electric vehicle charging facilities are proposed. The Statement report also included a detailed breakdown analysis by transport mode type and confirmed that a Travel Plan Co-ordinator would be appointed and made responsible of the implementation and monitoring of the measures set out in the Travel Plan.

2.8.5 In terms of travel demands and vehicle trips the Transport Statement advises that in terms of staff trips/movements, as no staff would stay on site and an estimated 40% of the workforce would be provided with accommodation within the St Andrews area and a staff shuttle would be provided it is expected the maximum number of private vehicle trips for staff would be approximately 30 with each shift (30 arrivals and 30 departures during shift changes) a maximum 60 spaces would be required for a short period during the changeover. Staff will also be actively encouraged to consider car sharing and cycling where possible to do so. Given shift times the vast majority of trips would be outwith normal peak periods. The outcome of the Statement report assessment is that the proposal would have no impact on the operation of the surrounding road network during these times. Outwith the site boundary it is proposed to form two bus stops on the A915 near the entrance to the agronomy/maintenance facility (one on each side of the road with appropriate footway links from the access point). These elements would be covered off separately from the planning permission under Section 56 of the Roads (Scotland) Act 1984, as amended. Details have been forwarded to the Council's Transport Development Management officers who would deal with any future s.56 submission and they have intimated that they have no objections to this element of the scheme.

2.8.6 The Travel Plan document advises that the plan has been prepared to assist with the management of the resort in encouraging sustainable travel choices for staff. The benefits of the plan would reduce carbon emissions; promote more sustainable travel; provide a more attractive and safer development by reducing car usage; improve staff health; and improve the knowledge of staff in relation to travel options. The scope of the plan covers a 10-year period (2024-2034) as per previous consent requirements with anticipated reviews every 3-years to reflect any changes in behaviours, travel choices or policy. The target aims for staff would be travel by shuttle transport (50%), Cycle (3%), Public Transport (5%), Car Share (32%) and self-drive (10%). A Travel Plan Co-ordinator would be responsible for maintaining, implementing and reviewing the plan. Information on Active Travel, Public Transport options, vehicle use as well as the availability of the shuttle service would be made available to staff. The plan implementation strategy, communication/marketing/promotion as well as the monitoring of usage and travel behaviours will also be recorded and reviewed and help inform future reviews and the document submitted provides more detailed information on how the Travel Plan could be implemented.

2.8.7 In assessing this proposal Fife Council Transportation Development Management (TDM) officers were consulted and advised that they have no objections to the proposal in terms of road safety, parking numbers or potential detrimental impacts on the adjacent roads network. On that basis officers have recommended that a visibility splay requirement condition be imposed should committee Members be mindful to approve the application. An advisory is also requested on the basis that the applicant is required to make a Section 56 Roads (Scotland) Act 1984 submission to ensure the provision of an adequate design layout and access is formed. These have been included for Members consideration.

2.8.8 In terms of public transport provision currently, the X58 (St Andrews – Leven – Kirkcaldy – Dalgety Bay – Ferrytoll P&R – Edinburgh) bus service runs along the adjacent A915 public road to the east and is sometimes rebadged as the limited X60/X60A/X61 which often involves a change mid journey, typically in Leven. The service currently is predominantly an hourly service starting a full service from 06:00 to 19:55 (Monday to Friday) 07:25 - 19:55 (Saturday) and 10:10 – 18:20 St Andrews - Edinburgh route, and 06:50 to 16:55 (Monday to Friday) and 07:20 to 16:55 (Saturday) and 08:50 to 15:15 (Sunday) in the return direction. The journey typically takes 2.5 to 3 hours approximately. Some more frequent services options are available mostly during peak periods and there is also the Leven to St Andrews bus services (Service No.95) which again is typically hourly but it does not travel directly past the entrance to the site so would require further transport mode between the town and the site some 10 minutes away. The site itself does not currently have a designated bus stance in either direction at the site entrance and there is no designated footpath all the way from the site entrance to the nearest stop at Cairnsmill Caravan Park approximately 1,200 metres distant. The nearest railway station is Leuchars some 7 miles distant one way by road. In the submitted Planning Statement it is indicated that the formation of a new bus stance on the A915 could be delivered as part of this proposal if required. In the Travel Statement it is also acknowledged that some of these service times would not suit some of the shift times.

2.8.9 Concerns raised by third parties regarding road safety and impacts on the road network as a whole have been noted and considered and are not considered to be significant to merit a refusal for the following reasons outlined in this section of the report.

2.8.10 In this instance the proposal is considered acceptable as it would not raise any road safety issues provided the recommended visibility splay condition is included in any future decision notice. Further to that, the existing road network infrastructure is deemed more than sufficient to accommodate the periodic vehicle movements/numbers proposed; the proposed access arrangements are deemed acceptable; turning areas and off-street parking provision as well as charging points would meet accepted standards. Further to that a suitable green Travel Plan is proposed which would actively encourage staff to use the proposed shuttle transport arrangements as well as promoting car sharing/use of alternative non-motorised modes of transport and this would be monitored and reviewed. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.9 Flooding and Drainage / Water Quality**

2.9.1 NPF4 Policy 18 (Infrastructure First) Part (b) advises that impacts of development proposals on infrastructure should be mitigated and as such proposals will only be supported where it can be demonstrated that provision is made to address the impacts on infrastructure. NPF4 Policy 22 (Flood Risk and Water Management) advises that development proposals at risk of flooding or in a flood risk area will only be supported if they are for amongst other criteria listed deemed essential infrastructure where the location is required for operational reasons. Further to this, Policy 22 Part (c) advises that development proposals will - (i) not increase the risk of surface water flooding to others, or itself be at risk. (ii) manage all rain and surface water through sustainable urban drainage systems (SUDS), which should form part of and integrate with proposed and existing blue-green infrastructure. All proposals should presume no surface water connection to the combined sewer; (iii) seek to minimise the area of impermeable surface. Policy 22 Part (d) advises that development proposals will also be supported if they can be connected to the public water mains.

2.9.2 The Scottish Government Planning Advice Note on Flood Risk and PAN 61 and PAN 79 provide further advice and guidance on water, drainage and flooding issues. Further guidance is provided by the Scottish Government through Delivering Sustainable Flood Risk Management and Surface Water Management Planning Guidance. These documents provide guidance on



the application of the Flood Risk Management (Scotland) Act 2009 which places a duty on local authorities to calculate and mitigate flood risk.

2.9.3 FIFEplan Policy 1 (Part B (8) and Part C (5)) and Policy 3 (Infrastructure and Services) of FIFEplan advise that development must be designed and implemented in a manner that ensures it delivers the required level of infrastructure and functions in a sustainable manner. Such infrastructure and services in this instance include foul and surface water drainage including Sustainable Drainage Systems (SuDS). Policy 3 also advises that in terms of foul water drainage development will be required to show how it links to the drainage system to the acceptance of the relevant service provider or provides an appropriate private system which must also prevent any flooding or pollution and be adequately maintained. In terms of surface water drainage, proposals must demonstrate that the development can accommodate the requirements of any drainage strategies, have sufficient space to accommodate the sustainable drainage within the site, and include an appropriately designed system.

2.9.4 Policy 12 (Flooding and the Water Environment) of FIFEplan advise that proposals will only be supported where they can demonstrate amongst others that they will not, individually or cumulatively increase flooding or flood risk from all sources (including surface water drainage measures) on the site or elsewhere; nor would it detrimentally impact on ecological quality of the water environment. To ascertain the impact on flooding, developers may be required to provide a flood risk assessment addressing potential sources of flooding and the impact on people, properties, or infrastructure at risk. In this instance the site is not recorded as being at or likely to cause a flood risk locally.

2.9.5 Fife Council's guidance 'Note on Flooding and Drainage Issues in Relation to Planning and Development' provides further local advice on these issues as well as providing guidance to avoid creating new issues on development sites.

2.9.6 The applicants have submitted a Flood Risk Assessment (FRA) as well as a Surface Water Management Plan (SWMP). In summary, the FRA notes that the proposed maintenance facilities and their vehicular access point are located close to the Cairnsmill Burn and local field drains (including their associated culverts) but have been designed with elevated ground floor/site levels to ensure they would not be at risk of flooding nor cause further flooding outwith the site and would meet national standards including a precautionary allowance for climate change.

2.9.7 In assessing this proposal Scottish Water were consulted and officers advised that they had no objections. Officers advised that there is sufficient capacity at the Lomond Hills Water Treatment Works to service this development. Officers also advised that private water treatment options should be explored by the developer and surface water should be dealt with by the operator as Scottish Water will not accept surface water connections into the combined sewer system unless by exception.

2.9.8 The Scottish Environment Protection Agency (SEPA) were also consulted on the overall Masterplan and advised that they had no objections to the proposal on the grounds of flood risk or Flood Risk Assessment submitted. Officers noted that SuDS would be used within the wider development thus reducing water collection on nearby drains/field drains; the maintenance facilities (closest to a nearby small watercourse) would be built with sufficient finished floor and ground levels not to cause or be affected by flooding; the other built elements including the clubhouse and accommodation etc. are proposed in elevated locations and are sufficiently horizontally and vertically separated from small watercourses.

2.9.9 Fife Council's Flooding, Shoreline & Harbours officers have no objections in terms of flooding matters and earlier concerns regarding the Surface Water Management aspects of the proposal related to the need for some additional clarity on some technical aspects relating to discharge and confirmation regarding the use of permeable/impermeable surfaces. Additional details were submitted by the applicants agent to the satisfaction of officers who have now confirmed the proposal would meet the relevant technical and design requirements in this regard.

2.9.10 In this instance the proposal is considered acceptable as it would be designed to ensure it was not at risk from flooding and it itself would not cause flooding elsewhere. Suitable drainage and water collection arrangements are proposed and there is sufficient water provision as well as capacity in terms of water treatment at the closest water treatment works at Lomond Hills. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.10 Contaminated Land and Air Quality**

2.10.1 PAN 33 stresses the need to ensure that land is made suitable for the proposed new use and that this is the responsibility of the Planning Authority. This should be done through a requirement on application to include suitable remediation measures and this can usually be controlled through the imposition of suitable conditions. NPF4 Policy 23 (Health and Safety) does not support proposals that will have a significant adverse impact on health and safety (including aspects such as land and air quality). Adopted FIFEplan Policy 10 (Amenity) advises that development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to air quality as well as contamination and unstable land issues amongst other amenity issues listed. Fife Council's Advice for Developing Brownfield Sites in Fife (2018) also provides advice and guidance relating to the standards and key considerations when developing previously developed sites.

2.10.2 In this instance the site lies outwith the Coal Authority Consultation 'High Risk' zone and as such the Coal Authority (now known as the Mining Remediation Authority) have no objections to the proposal.

2.10.3 Fife Council's Land and Air Quality (L&AQ) team have advised that they had no comments to make with regards to air quality. In terms of the land condition, officers note that the site lies close to coal mining areas and therefore in conclusion, the L&AQ team recommended that 3 standard conditions be applied, and should Members be mindful to approve the application these recommended conditions have been added to the below recommendations.

2.10.4 In this instance the proposal is considered acceptable provided the 3 recommended standard conditions are included, should Members be minded to approve the application. Overall, the proposal is located on land where it appears there would be no materials or gases etc likely to have any detrimental effect on human health however a further survey should be carried out to verify (or include appropriate remediation measures) the safe development of the site. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.11 Natural Heritage and Trees**

2.11.1 NPF4 Policy 3 (Biodiversity) supports development proposals that will contribute to the enhancement of biodiversity, including where relevant, restoring degraded habitats and building and strengthening nature networks and the connections between them and should also integrate nature-based solutions where possible. Proposals should conserve, restore and enhance biodiversity so that they are in a demonstrably better state than without intervention

and this will include future management. Any potential adverse impacts, including cumulative impacts, of development proposals on biodiversity, nature networks and the natural environment will be minimised through careful planning and design and will take into account the need to reverse biodiversity loss, safeguard the ecosystem services that the natural environment provides, and build resilience by enhancing nature networks and maximising their potential for restoration.

2.11.2 NPF4 Policy 4 (Natural Places) advises that Local Development Plans will identify and protect locally, regionally, nationally and internationally important natural assets, on land and along coasts. Development proposals, which by virtue of type, location or scale that will have an unacceptable impact on the natural environment, will not be supported; the precautionary principle should be applied if applicable and support for proposals that are likely to have an adverse effect on species protected by legislation will only be supported where it meets the relevant statutory tests. PAN 51 and 60 also provide further advice and guidance on environmental protection and natural heritage issues.

2.11.3 NPF4 Policy 6 (Forestry, Woodland and Trees) advises amongst various criteria listed that development proposals that enhance, expand and improve woodland and tree cover will be supported and where woodland is removed then compensatory planting will most likely be expected to be delivered.

2.11.4 FIFEplan Policy 1 Part B criterion 9 aims to protect against the loss of natural resources whilst Policy 13 advises that proposals will only be supported where they protect or enhance natural heritage assets including amongst those listed, woodlands, trees and hedgerows that have a landscape, amenity or nature conservation value; would provide enhanced biodiversity in the wider environment; protects any recorded priority habitats and species; protects and enhances the landscape character and views etc. Where adverse impacts on existing assets are unavoidable support will only be given to proposals where these impacts will be satisfactorily mitigated. Development proposals must provide an assessment of the potential impact on the natural heritage, biodiversity, trees and landscape and include proposals for the enhancement of natural heritage and access assets as detailed in Making Fife's Places Supplementary Guidance. Fife Council's Making Fife's Places also advises that proposals should, amongst a range of subject matters, consider ecological and natural heritage impacts from the outset and demonstrate, where appropriate, that appropriate mitigation has been designed in. FIFEplan Policy 13 advises that woodlands and trees and hedgerows that have a landscape, amenity, or nature conservation value should be protected.

2.11.5 In support of this proposal, the applicants have carried out and submitted an Ecological Impact Assessment and Biodiversity Net Gain Report as part of the assessment of the wider Masterplan site (24/01711/FULL), which noted that this smaller site did not include any protected species of habitat and the trees in site did not significantly add to the landscape character of the area and were relatively young.

2.11.6 The applicants have also submitted a Tree Constraints and Survey Plan which advises that approximately 2 key wooded groups within the site would see proposed works to include essential thinning and shrub removal along with better regular management of the trees, which would improve the longevity of the remaining trees. Further to that a line of trees is proposed along the frontage of the site and the A915.

2.11.7 In assessing this proposal NatureScot were consulted and advised that the proposal does not affect any nationally important protected area or raise any natural heritage issues of national interest and therefore they had no comments to make. Fife Council's Natural Heritage officer was also consulted and noted the previous approvals, the compensatory tree planting

proposed as well as the essential thinning regime proposed and raised no objections to this proposal. Fife Council's Tree Officer was also consulted and they noted the proposed tree thinning and replanting and provided appropriate species are planted and tree protection measures are in place then they had no objections to this part of the wider proposal. A tree protection condition should be included to ensure retained trees are appropriately protected.

2.11.8 Concerns raised by third parties regarding potential environmental impacts as well as those on the local ecology across the whole site have been noted and considered and are not considered to result in any significant impacts to merit a refusal for the following reasons outlined in this section of the report.

2.11.9 In this instance the proposal is considered acceptable as the proposed works are deemed justified as is the proposed compensatory tree planting regime proposed. Ultimately the works and proposed management plan would improve the environment for the remaining trees and improve the visual character of this part of the site frontage as well as help enhance the biodiversity, range of habitats as well as habitat links and enhanced species corridors and landscape enhancements. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.12 Access / Rights of Way / Outdoor Recreation / Green Network**

2.12.1 NPF4 Policy 20 (Blue and Green Infrastructure) advises that LDPs should safeguard access rights and core paths, including active travel routes as well as encourage new and enhanced opportunities for access linked to wider networks and especially those where they are responding to local circumstances. Policy 21 does not support the loss of outdoor sports facilities unless specific criteria are met but conversely supports new or enhanced play or sport facilities provided they are effectively managed and maintained to ensure their long-term delivery and upkeep as well as defining the party or parties responsible for these. Policy 23 (Health and Safety) also supports proposals that will have positive effects on health and incorporate opportunities for exercise amongst others listed.

2.12.2 FIFEplan Policy 1 Part C (4) requires developments to provide green infrastructure in accord with the Green Network Map. Policy 3 of FIFEplan advises that development must be designed and implemented in a manner that ensures it delivers the required level of infrastructure and functions in a sustainable manner. Such infrastructure and services in this instance include green infrastructure and green network requirements. FIFEplan Policy 10 (Amenity) advises that outdoor recreation and open space provide important amenities which should be protected and enhanced. Policy 13 (Natural Environment and Access) also advises that proposals will only be supported where they protect or enhance access assets including green networks and greenspaces and, core paths, cycleways, bridleways, existing rights of way, and established footpaths.

2.12.3 There are no claimed or recorded access routes through this part of the site. To the north of the site there is the Lumbo Road Core Path (Reference R020), which runs along the road beyond the northern site boundary. In this instance the proposal would not impact on any of the claimed or recorded routes/Core Paths; would be essential operationally to support an approved outdoor leisure/recreational facility and would provide for easy access to reach the outdoor network as well as catering for cycling staff etc. The requirement to form a 'countryside' style footpath link from the proposed bus stop outside the agronomy/maintenance facility site to the Lumbo crossroads to the north also forms part of the conditions attached to the masterplan application (24/01711/FULL).

2.12.4 In assessing this proposal SportScotland were consulted given the changes to the approved golf course but they advised that they had no comments to make.

2.12.5 In this instance the proposal is considered acceptable as it would not detrimentally affect any claimed or designated access routes or Core Path nor would it impact on any outdoor recreational use or green network asset and would, through its proposed use, act as a vital operational element to help sustain an approved golf course which does provide these access/recreational uses for guests. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.13 Sustainability / Low Carbon**

2.13.1 NPF 4 Policies 1 (Climate and Nature Crises) and 2 (Climate Mitigation and Adaptation) advise that when considering proposals, significant weight to encourage, promote and facilitate development to sustainable locations and those that address the global climate and nature crises through zero carbon and nature positive places will be encouraged. As such proposals will be sited and designed to minimise lifecycle greenhouse gas emissions and adapt to current and future risks for climate change as far as possible. In addition, development proposals to retrofit measures to existing developments that reduce emissions or support adaptation to climate change will be supported.

2.13.2 NPF4 Policy 11 (Energy) also provides support for all forms of renewable, low-carbon and zero emissions technologies provided associated detrimental impacts are addressed (e.g. visual and/or landscape impacts; noise; glare; transport and communication and road safety; ecological/ornithological protections; built and natural assets etc) amongst others listed. NPF4 Policy 12 (Zero Waste) also aims to encourage, promote and facilitate development that is consistent with the waste hierarchy and as such development proposals should seek to reduce, reuse or recycle materials and amongst others reuse existing buildings; reduce/minimise waste; use materials with the lowest forms of embodied emissions such as recycled and natural construction materials. Policy 19 (Heat and Cooling) part (f) advises that development proposals for buildings that will be occupied by people will be supported where they are designed to promote sustainable temperature management, for example by prioritising natural or passive solutions such as siting, orientation, and materials.

2.13.3 Adopted FIFEplan Policy 3 supports sustainable and low or zero carbon generating technologies whilst Policy 11 advises that permission will only be granted for new development where it has demonstrated that the proposal meets the current CO<sub>2</sub> emissions reduction target (as set out in the Scottish Building Standards), and that low and zero carbon generating technologies will contribute at least 15% of these savings from 2016 and at least 20% by 2020. Further to this, construction materials should come from local or sustainable sources; water conservation measures are in place; sustainable urban drainage measures would ensure that there will be no increase in the rate of surface water run-off in peak conditions or detrimental impact on the ecological quality of the water environment; and facilities are provided for the separate collection of dry recyclable waste and food waste. All development should encourage and facilitate the use of sustainable transport appropriate to the development, promoting in the following order of priority - walking, cycling, public transport, cars.

2.13.4 Approved Low Carbon Fife Supplementary Guidance (SG) (2019) reaffirms Scottish Government's commitment to largely decarbonise our energy system by 2050 through managing demand and maintaining and developing secure supplies of energy. The supplementary guidance also considers that, in order to meet the requirements of Adopted FIFEplan Policy 11 regarding CO<sub>2</sub> emissions and reduction targets, major applications will be required to provide an Energy Statement of Intention which sets out how the proposal will meet

the requirements of Policy 11. Appendix B of the guidance provides a sustainable development checklist which should be completed and submitted with detailed applications.

2.13.5 As part of the application the applicants submitted their Low Carbon Sustainability Checklist details as well as an Energy and Sustainability Statement, both of which outline the sustainability of the proposed development including the proposed use of low carbon technologies etc. The supporting information provided advises that the design and construction techniques (such as using locally sourced sustainable building materials and building designs using a fabric first approach focusing on low-U values and air tight fabric etc) and operational activities etc would meet and exceed Building Standards requirements and CIBSE (Chartered Institution of Building Service Engineers) Standards and will also include low and zero carbon generating technologies such as photovoltaic panels; natural ventilation; high efficiency heating; heat recovery units; water saving appliances and water management; and SuDS etc. In terms of waste, a Site Waste Management Plan would be produced which would be implemented to minimise on-site waste for both the construction stages as well as later operational ones and therefore would proactively reduce the volume going to general landfill. Waste is planned to be sorted and recycled where possible on site. Electric Vehicle charging points are also proposed as is a green Travel Plan where active promotion of public transport, especially for local staff would be employed. Sustainable issues such as renewable energy generation, low carbon reduction, reuse of natural resources (such as water harvesting/SuDS/ drainage and appropriate surface water collection systems), waste management arrangements, pollution prevention, efficient heating and cooling systems etc were also considered in the applicant's submitted D&AS, which also aims to ensure climate change resilience has been designed into the proposal and forms a key aspect in help shape the proposed future operation stages of the development.

2.13.6 In this instance the proposal is considered acceptable as it would be designed to ensure it and the operations carried out within would be sustainable with Low Carbon credentials. The facilities on this part of the site would also help achieve this by processing materials/waste etc from the main site; would be the key hub to charge the electric staff vehicles etc. Further to the design and construction of the buildings exceeding the above required national and Building Standards targets the use of a suite of appropriate Low Carbon / Sustainable technologies would also help reduce waste and energy consumption etc. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

### **3.0 Consultation Summary**

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Cameron Community Council

Course accepted and generally welcomed but greenbelt needs protected and therefore an approval for a self-contained resort should be on basis no further development occurs on site thereafter. Welcome changes made since original submission to reduce visual impact and better reflect scale, appearance and character of local buildings etc but may not allay all local concerns. Reduction in areas of hard surfaces would be welcomed; jobs likely to be low grade and seasonal; would be a private club offering little for local

	community; travel plan noted; rejoining paths would be welcome; uses within agronomy/sui generis uses should be clarified in any permission; footway link from Cairnsmill Caravan Park to site frontage on A915 would be good; temporary lights and culvert repair at Priorletham/Rainbow Cottage should be resolved; as Craigtoun Country Park and Dutch Village can be seen from development could expertise of developer also assist in village restoration; road safety/vehicle numbers/road condition needs considered; essential that there is no impact on falling local water supply.
Scottish Water	No objections. Sufficient capacity at Lomond Hills Water Treatment Works to service development. Private treatment options should be explored by developer and surface water should be dealt with by operator as SW will not except surface water connections into the combined sewer system.
NatureScot	No comments as site does not affect any nationally important protected areas or natural heritage matters.
Scottish Power	No response.
SportScotland	No comments.
RSPB	No response.
Mining Remediation Authority (formerly Coal Authority)	Site within Low Risk area so no comments.
Scottish Environment Protection Agency	No objections to overall development.
St Andrews Community Council	Object – contrary to Local Plan; contrary to greenbelt policies / protections; road safety; adverse light and noise pollution especially for residents locally; no details of off-site staff accommodation provided and demand in town already at saturation point; and no economic benefits for residents.

Natural Heritage, Planning Services	No objections and comments provided.
Trees, Planning Services	Conditional approval (tree protection measures) and comments provided. Comprehensive landscape plan noted also.
Scottish Wildlife Trust	No response.
TDM, Planning Services	No objections - Conditional Approval
Land And Air Quality, Protective Services	No comments regarding Air Quality and recommend conditional approval in relation to Land Quality matters.
Structural Services - Flooding, Shoreline and Harbours	No objections.
Parks Development and Countryside	No response.

## 4.0 Representation Summary

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4.1 8 letters of representation have been received in relation to this application objecting to the proposal including 2 from Cameron Community Council (the second received in relation to the amended wider Masterplan application 24/01711/FULL) and one from the Royal Burgh of St Andrews Community Council. The key issues raised have been considered and raise the following points.

### 4.2 Material Planning Considerations

#### 4.2.1 Objection Comments:

<b>Issue</b>	<b>Addressed in Paragraph</b>
a. Impact on St Andrews Greenbelt	2.5
b. Impact on landscape.	2.4 and 2.6
c. Impact on ecology and environment.	2.11
d. Scale, design and overdevelopment.	2.4
e. Wider local communities will not benefit.	2.3
f. Impact on local services/infrastructure (e.g. water/roads).	2.8 and 2.9
g. Road safety/vehicle numbers.	2.8
h. Residential amenity impacts – Noise/Light Pollution	2.7
i. Environmental Impacts.	2.4 and 2.11
j. No economic benefits for residents of town.	2.3

#### 4.2.2 Support Comments

None



### 4.2.3 Other Concerns Expressed

#### Issue

a. Mostly minimum wage and seasonal jobs.

#### Comment

Proposal if approved would cover a broad range of employment levels and employment development opportunities, which are determined as part of an operational business model out with the control of the planning system.

b. Helicopter trips likely.

A Helipad does not form part of this proposal. Any helicopter trips proposed would require the permission of the Civil Aviation Authority not the Planning Authority.

c. St Andrews already has sufficient number of courses.

Not materially relevant as subjective matter.

d. Development for rich.

Not materially relevant as to the likely status of members/guests.

e. Where would seasonal workers stay if providing accommodation locally.

Not materially relevant to the determination of this application as that would be provided via a separate arrangement between potential staff and operator should planning permission be granted.

f. Derelict (listed) farmhouse should not be allowed to deteriorate further.

New applicants have been in regular contact with FC to ensure heritage asset is protected and protective/stabilising arrangements will be carried out on site to protect further.

## 5.0 Conclusions

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The proposal is considered acceptable in meeting the terms of the Local Development Plan, National Guidelines, Supplementary Planning Guidance and relevant Council Planning Customer Guidelines. The proposal is also considered acceptable as it would form a key ancillary part of an already approved golf course of which a rural / countryside location has been justified. The proposal would also be a compatible land use with its surrounds and would provide economic and employment opportunities locally. In terms of the proposed design and layout, it is considered that this small-scale ancillary proposal would be well designed and externally finished to respect the site and wider landscape and visual character of the area. In terms of visual impacts on the surrounding rural environment, the proposal would be viewed from limited or intermittent locations and mostly well screened by existing topographical features, intervening buildings and natural landscaping (existing and proposed) all of which would result in a proposal which respects its surrounds. The proposal, in conjunction with appropriate construction and operational management procedures in place, would protect residential amenity and ensure the wider environment is protected. The proposal would also, with the inclusion of appropriate environment and species/habitat/landscaping and management plans, ensure that the proposal fully respects its surrounds as well as protecting and enhancing the adjacent natural habitats and species/ornithological populations that are important to this

area of Fife. Although the proposal would result in an increase in vehicle movements, these changes are not considered to be significant enough to merit a refusal provided a Travel Plan is implemented. Indeed, the road infrastructure is deemed acceptable and there is considered to be spare capacity for these additional movements not to compromise road safety. The submitted letters of representation have been received, their contents noted and considered earlier in the report. The application is therefore recommended for approval subject to the following.

## 6.0 Recommendation

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It is accordingly recommended that the application be approved subject to the following conditions and reasons:

### **PRE-COMMENCEMENT CONDITIONS:**

15. PRIOR TO THE COMMENCEMENT OF DEVELOPMENT, a Surface Water Drainage scheme shall be submitted to and approved in writing by this Planning Authority by this Planning Authority. The scheme shall follow the principles set out in the submitted Surface Water Management Plan, dated July 2024 and produced by Etive Consulting Engineers and shall provide that surface water from each phase shall be dealt with using Sustainable Urban Drainage System techniques as advocated in The SuDS Manual (CIRIA C753, 2015). It shall include full details of the methods to be employed, including where appropriate calculations, along with details of how these measures will be maintained.

Reason: To ensure the site is drained in an acceptably sustainable manner and the drainage infrastructure is properly maintained.

16. NO DEVELOPMENT SHALL COMMENCE ON SITE until the risk of actual or potential land contamination at the site has been investigated and a Preliminary Risk Assessment (Phase I Desk Study) has been submitted by the developer to and approved in writing by the planning authority. Where further investigation is recommended in the Preliminary Risk Assessment, no development shall commence until a suitable Intrusive Investigation (Phase II Investigation Report) has been submitted by the developer to and approved in writing by the planning authority. Where remedial action is recommended in the Phase II Intrusive Investigation Report, no development shall commence until a suitable Remedial Action Statement has been submitted by the developer to and approved in writing by the planning authority. The Remedial Action Statement shall include a timetable for the implementation and completion of the approved remedial measures.

All land contamination reports shall be prepared in accordance with CLR11, PAN 33 and the Council's Advice for Developing Brownfield Sites in Fife documents or any subsequent revisions of those documents. Additional information can be found at [www.fife.gov.uk/contaminatedland](http://www.fife.gov.uk/contaminatedland).

Reason: To ensure potential risk arising from previous land uses has been investigated and any requirement for remedial actions is suitably addressed.

### **CONDITIONS:**

1. The development to which this permission relates must be commenced no later than 3 years from the date of this permission.

Reason: In order to comply with the provisions of Section 58 of the Town and Country Planning (Scotland) Act 1997, as amended by Section 32 of The Planning (Scotland) Act 2019.

2. All works done on or adjacent to existing public roads shall be constructed in accordance with the current Fife Council Transportation Development Guidelines and the Designing Streets Supplementary Guidance.

Reason: In the interests of road safety; to ensure that the development is to a standard which does not adversely affect the public road.

3. PRIOR TO THE DEVELOPMENT BECOMING OPERATIONAL, visibility splays of 6m x 210m shall be provided in each direction to the north and south at the access junction where it meets with the A915 public road and shall be permanently maintained free from any obstructions exceeding a height of one metre above the adjacent road channel levels, the details of which shall be submitted for the prior written approval of Fife Council as Planning Authority.

Reason: In the interests of road safety; to ensure the provision of adequate visibility at the junctions of the vehicular access and the public road.

4. PRIOR TO THE COMMENCEMENT OF DEVELOPMENT, a Construction Traffic Management Plan outlining details of the construction phases of the development shall be submitted for the prior written approval of Fife Council as Planning Authority. Following approval, the Construction Traffic Management Plan shall thereafter be implemented in full during the construction phases. For the avoidance of doubt the Construction Traffic Management Plan shall also include details of the location of any site compound, parking for labour and construction traffic and details of any impacts on the road and footway network in terms of closures/disruptions, the times, types and amount of vehicular movements etc. The development would require to proceed in accordance with the terms of the approved Construction Traffic Management Plan.

Reason: In the interests of road safety; to ensure that the transportation effect of the construction of the development is planned and does not unduly disrupt vehicle access and movements immediately adjacent to the site and the surrounding road network.

5. PRIOR TO THE COMMENCEMENT OF DEVELOPMENT, details of wheel cleaning facilities shall be submitted approved by this Planning Authority. The wheel cleaning facility shall thereafter be installed and maintained prior to the commencement of site works and for the complete duration of the construction phases.

Reason: In the interests of road safety; to ensure no mud, debris or other deleterious material is carried on to the public road.

6. PRIOR TO THE COMMENCEMENT OF DEVELOPMENT, provision shall be made to intercept any surface water before it enters the public road running alongside the site; the details of which shall be submitted for the prior written approval of this Planning Authority. The agreed provision shall thereafter be installed and maintained prior to the commencement of site works and for the complete duration of the operation.

Reason: In the interests of road safety; to eliminate the discharge of surface water from the site to the adjoining public road.

7. PRIOR TO THE OPERATIONAL OPENING OF THE DEVELOPMENT, there shall be a total of 29 No. parking spaces, including 4 No. electric car charging points, 1 No. disabled parking bay and covered cycle parking at a rate of 1 space per 8 parking spaces. There shall be 1 No. Motorcycle parking space provided in accordance with the current Fife Council Transportation Development Guidelines. All parking spaces shall be retained through the lifetime of the development.

Reason: In the interests of road safety; to ensure the provision of adequate off-street parking facilities.

8. PRIOR TO THE OPERATIONAL OPENING OF THE DEVELOPMENT, there shall be provided within the curtilage of the site a turning area for vehicles suitable for use by the largest size of vehicle expected to visit or be used by occupants of the premises to allow a vehicle to

enter and exit the driveway in a forward gear. The turning area shall be formed outwith the parking areas and shall be retained throughout the lifetime of the development. The proposed parking bays and aisle width will require to be of appropriate dimensions to allow for both the off street parking and turning manoeuvres to take place.

Reason: In the interests of road safety; to ensure that all vehicles taking access to and egress from the site can do so in a forward gear.

9. PRIOR TO THE OPERATIONAL OPENING OF THE DEVELOPMENT, bus stops shall be provided by the developer on each side of the A915 public road at or close to the northern site access junction, the details of which shall be submitted for the prior written approval of Fife Council as Planning Authority BEFORE THE STOPS ARE FORMED.

Reason: In the interests of sustainability; to encourage travel by sustainable modes of transport.

10. PRIOR TO THE OPERATIONAL OPENING OF THE DEVELOPMENT, a Staff Travel Plan shall be developed and submitted for the prior written approval of Fife Council as Planning Authority. For the avoidance of doubt the Staff Travel Plan shall be implemented via a dedicated Travel Plan Coordinator. Following approval, the agreed Staff Travel Plan shall thereafter be implemented in full for a period of 10-years unless otherwise agreed in writing with this Planning Authority.

Reason: In the interests of road safety; to ensure that the transportation effect of the site operation is planned and does not unduly disrupt vehicle access and movements immediately adjacent to the site and the surrounding road network.

11. PRIOR TO THE COMMENCEMENT OF ANY BUILDING CONSTRUCTION, details and samples of the specification and colour of the proposed external finishes shall be submitted for approval in writing by this Planning Authority.

Reason: In the interests of visual amenity; to ensure that the proposed development does not detract from the rural character and appearance of the area within which the site is located.

12. PRIOR TO THE IMPLEMENTATION OF LANDSCAPING, a scheme of landscaping shall be submitted to and approved in writing by this Planning Authority. The landscaping scheme shall include/ provide for:-

- (a) The phasing, timing of phasing, siting, numbers, species and heights (at time of planting) of all trees, shrubs and hedges to be planted, and the extent and profile of any areas of earth mounding;
- (b) That the landscaping scheme as approved shall be implemented within the first planting season following each agreed planting phase;
- (c) All planting carried out on site being maintained by the developer to the satisfaction of this Planning Authority for a period of 5-years from the date of planting at that phase. Within that period any plants, which are dead, damaged, missing diseased or fail to establish shall be replaced annually;
- (d) Details of the future management and aftercare of the proposed landscaping and planting.

Thereafter the scheme as approved shall be implemented within the first planting season following the completion of the course works and building works. For the avoidance of doubt only species native to Fife shall be used as part of the landscaping scheme.

Reason: In the interests of visual amenity; to ensure a satisfactory standard of local environmental quality; to ensure effective landscape management; and to ensure that adequate measures are put in place to protect the landscaping and planting in the long term.

13. PRIOR TO ANY TREE WORKS PROPOSED, the developer shall submit, details and specifications of the protective measures necessary to safeguard the trees on the site during the development phase. This Planning Authority shall be formally notified in writing of the completion of such measures and no work on site that affects identified trees shall commence until the Planning Authority has confirmed in writing that the measures as implemented are

acceptable. The protective measures shall be retained in a sound and upright condition throughout the demolition/development operations and no building materials, soil or machinery shall be stored in or adjacent to the protected area, including the operation of machinery.

Reason: In order to ensure that no damage is caused to the existing trees during (demolition and) development operations.

14. No tree works or scrub clearance shall occur on site from 1st March through to 31st August each year unless otherwise agreed in writing with this Planning Authority prior to clearance works commencing. In the event that clearance is proposed between 1st March to 31st August, a suitable bird survey shall be carried out by a suitably qualified ecologist covering the proposed clearance area and shall be submitted to and approved in writing by this Planning Authority before those clearance works commence. For the avoidance of doubt the survey should not be carried out any earlier than 48 hours in advance of the works. Once written approval has been given the works themselves should be carried out within a specified and agreed timescale.

Reason: In order to avoid disturbance during bird breeding seasons.

17. NO BUILDING SHALL BE OCCUPIED UNTIL remedial action at the site has been completed in accordance with the Remedial Action Statement approved pursuant to Condition 16. In the event that remedial action is unable to proceed in accordance with the approved Remedial Action Statement - or contamination not previously considered in either the Preliminary Risk Assessment or the Intrusive Investigation Report is identified or encountered on site - all development work on site (save for site investigation work) shall cease immediately and the planning authority shall be notified in writing within 2 working days. Unless otherwise agreed in writing with the local planning authority, development works shall not recommence until proposed revisions to the Remedial Action Statement have been submitted by the developer to and approved in writing by the planning authority. Remedial action at the site shall thereafter be completed in accordance with the approved revised Remedial Action Statement. Following completion of any measures identified in the approved Remedial Action Statement - or any approved revised Remedial Action Statement - a Verification Report shall be submitted by the developer to the local planning authority.

Unless otherwise agreed in writing with the planning authority, no part of the site shall be brought into use until such time as the remedial measures for the whole site have been completed in accordance with the approved Remedial Action Statement - or the approved revised Remedial Action Statement - and a Verification Report in respect of those remedial measures has been submitted to and approved in writing by the local planning authority.

Reason: To provide satisfactory verification that remedial action has been completed to the planning authority's satisfaction.

18. IN THE EVENT THAT CONTAMINATION NOT PREVIOUSLY IDENTIFIED by the developer prior to the grant of this planning permission is encountered during the development, all development works on site (save for site investigation works) shall cease immediately and the planning authority shall be notified in writing within 2 working days.

Unless otherwise agreed in writing with the local planning authority, development work on site shall not recommence until either (a) a Remedial Action Statement has been submitted by the developer to and approved in writing by the planning authority or (b) the planning authority has confirmed in writing that remedial measures are not required. The Remedial Action Statement shall include a timetable for the implementation and completion of the approved remedial measures. Thereafter remedial action at the site shall be completed in accordance with the approved Remedial Action Statement. Following completion of any measures identified in the approved Remedial Action Statement, a Verification Report shall be submitted to the local planning authority. Unless otherwise agreed in writing with the planning authority, no part of the site shall be brought into use until such time as the remedial measures for the whole site have been completed in accordance with the approved Remedial Action Statement and a Verification

Report in respect of those remedial measures has been submitted by the developer to and approved in writing by the local planning authority.

Reason: To ensure all contamination within the site is dealt with.

#### **Advisory Note to Applicant(s):-**

1. As planning permission has been granted and prior to works commencing on the approved access junction; the applicant is required to make a Section 56 Roads (Scotland) Act 1984 application to Fife Council's Transportation and Environmental Services for permission to construct the new access. For the avoidance of doubt, the s.56 application can be completed online in the Roads and Pavement Permits section at [www.fife.gov.uk](http://www.fife.gov.uk).

**Reason:** In the interest of road safety; to ensure the provision of an adequate design layout and construction.

## **7.0 Background Papers**

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In addition to the application the following documents, guidance notes and policy documents form the background papers to this report.

[National Planning Framework 4 \(2023\)](#)

[FIFEplan Local Development Plan \(2017\)](#)

[Planning Guidance](#)

Report prepared by Chris Smith (Lead Officer – Chartered Planner) and case officer 17/01/2025

Report reviewed and agreed by Alastair Hamilton, Service Manager(Committee Lead) 3/2/25

Committee Date: 12 February 2025

Agenda Item No. 8

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**Application for Full Planning Permission**

**Ref: 24/01717/FULL**

**Site Address:** Feddinch Mains Feddinch St Andrews

**Proposal:** Change of use of farmhouse and steading to mixed use events space (Class 11) including replacement roofing and windows, installation of rooflights, chimney and wall cladding, formation of new windows and doors, erection of extension and canopy features (part demolition)

**Applicant:** A&M Fife Limited, C/o Shepherd & Wedderburn LLP 9 Haymarket Square

**Date Registered:** 28 August 2024

**Case Officer:** Chris Smith

**Wards Affected:** W5R19: East Neuk And Landward

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### **Reasons for Referral to Committee**

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This application requires to be considered by the Committee because the application forms part of a Major Development in terms of the Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009; there are 6 or more objections to the proposal; and as the application relates to a development at Feddinch Golf Course it requires a committee decision as agreed under previously approved Committee Action Points/Standing Orders covering the North East Fife area.

### **Summary Recommendation**

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The application is recommended for: Conditional Approval

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## **1.0 Background**

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Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017).

National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The

adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan.

The SESplan and TAYplan Strategic Development Plans and any supplementary guidance issued in connection with them cease to have effect and no longer form part of the Development Plan. In the context of the material considerations relevant to this application there are no areas of conflict between the overarching policy provisions of the now adopted NPF4 and the adopted FIFEplan LDP 2017.

1.1.1 The proposed site area is approximately 0.87 hectares in size (and forms a central part of the larger 97ha site) and is located in the countryside near Feddinch Mains to the southwest of the town of St Andrews; as defined in the Adopted FIFEplan – Fife Local Development Plan (2017). The site is located between the A915 public road (Largoward to St Andrews to the east of the site) and Mount Melville/Craigtoun Park to the west; and to the south of Cairnsmill Caravan site. The topography of this part of the wider site ranges from 90-95 metres Above Ordnance Datum (AOD). The site was originally agricultural in nature including the 'B' Listed Feddinch Mains Farmhouse and adjacent steading, but work started in terms of forming a previously approved golf course around the house and steading buildings. Surrounding land uses are predominantly agricultural in nature with isolated residential properties and some leisure activity sites.

1.1.2 The site is not within a protected area for European/national natural heritage or covered by any nationally important landscape area and is located near to the Dukes Golf Course and Lumbo Den Local Wildlife/Local Nature Conservation Sites. The site is also outwith any identified 'sensitive' area; as defined in Regulation 2(i) of the 2017 EIA Regulations. In terms of landscape area(s) the site is located within the NatureScot (previously Scottish Natural Heritage) defined 'Lowland Hills & Valleys' landscape character type, which is not noted as a nationally important type but is locally and the site forms part of the contribution to the wider (FIFEplan defined) 'St Andrews Greenbelt'. The site also lies close to the 'Craigtoun Local Landscape Area' (to the north west) and the Historic Environment Scotland designated 'Craigtoun Garden and Designed Landscape' (west of the site). The site contains no trees and part of the wider site is noted as being part of the wider 'Dukes Golf Course Green and Blue Network and Ecosystem' asset (GNA00406).

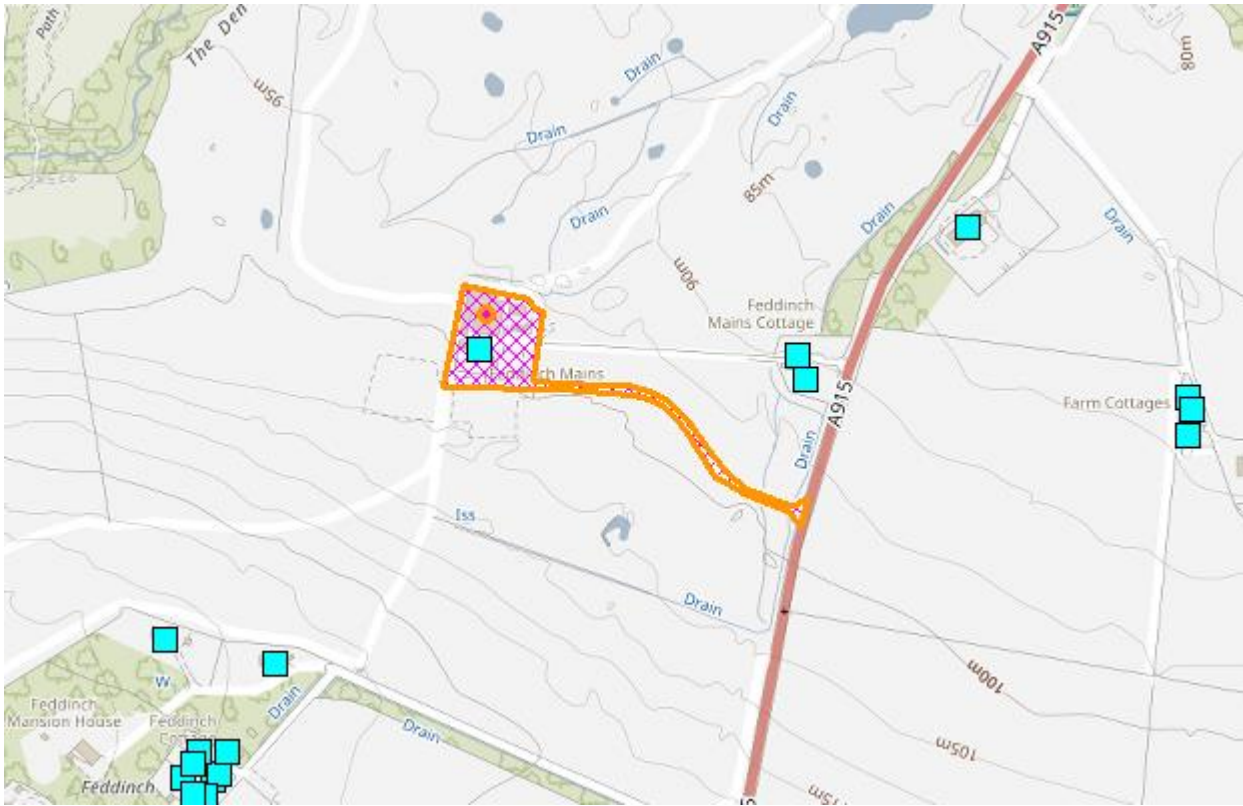
1.1.3 Adjacent land uses include residential properties of which the closest are Feddinch Mains Cottages (250 metres to the east) and the properties within the grounds of Feddinch Mansion House (350 metres due south). The majority of the Feddinch properties have mature trees on their outer boundaries although some have cleared sections to take advantage of more distant views. In terms of the closest non-residential uses (the leisure/tourism elements) Cairnsmill Caravan site is located approximately 940 meters from the proposed Half-Way House facility (north-north-east corner of the wider site).

1.1.4 In terms of protected built heritage interests, the 2-storey natural stone wall and pitched natural slate roofed Feddinch Mains Farmhouse ('B' Listed) is located central to this smaller site. Whilst not referred to in the Historic Environment Scotland Statutory Description for this listing, the farmhouse has a traditional agricultural steading (natural stone walls, natural slate pitched and hipped roofs) onto which later steading annex wings were added (constructed of red brick walls and corrugated roofs) within its curtilage so it plays an important part of the listed farmhouse building itself as well as its setting. Other modern detached ancillary features such as grain silos etc were also noted but do not form part of the listing. Other built heritage assets outwith the site include the 'C' listed Feddinch Mains Cottages (to the east) whilst the 'C' listed Craigtoun Park Walled Garden, 'B' Listed Lodge Park Cottage, 'C' Listed Craigtoun Dutch Village are also located nearby to the west/north-west and further afield lie the 'B' listed Mount Melville and Craigtoun House built heritage assets. Feddinch Mansion House to the south-south-west is also 'C' listed and is located fairly centrally within the existing wooded cluster surrounding that residential development. The listed built heritage assets within the site are



proposed to be retained, renovated and reused as a central aspect of the golf course facility (and would include the farmhouse and adjacent steading). The site has no recorded Core Paths or other access routes through it or immediately adjacent and it lies outwith any Coal Authority defined consultation area. The site also lies outwith SEPA's fluvial flood risk zone and there is no localised flooding recorded on or near this part of the site.

### 1.1.5 LOCATION PLAN



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## 1.2 The Proposed Development

1.2.1 The proposal is for full planning permission for the change of use and conversion of an existing farmhouse/steading (Class 9) to a mixed-use events space (Class 11) including replacement roofing and windows, installation of rooflights, chimney and wall cladding, formation of new windows and doors, erection of ancillary extensions and canopy feature (part demolition). The proposal forms part of a larger golf course and leisure proposal, which is covered in planning application 24/01711/FULL.

1.2.2 Key elements of this part of the overall proposal include the conversion/renovation/partial rebuild of a traditional 'B' listed farmhouse (measuring approximately 14 metres long by 8m wide to 9.5m at roof ridge level) which would also include the renovated side extension (measuring approximately 9.5m long by 5m by m high) of which both would be linked to the proposed steading (bothy element) via a single storey glazed link itself measuring approximately 3 metres high. The converted traditional single storey bothy/steading element (measuring approximately 37 metres by 18m wide by between 6 and 6.2m to highest roof ridge level) would provide bar/kitchen and seating for consuming refreshments. Other facilities proposed include office/admin, stores, welfare facilities and events space area(s) both internally as well as within the external courtyard area. The steading would be linked to a 30 metres by 20m courtyard area with stand-alone single storey store building measuring approximately 17m x 5m by 4m high). The external finishes consist of typically reused and new natural stone walls, natural slate roof with some elements in timber, glazed rooflights; traditional and modern glazing; zinc and black galvanised steel. A glazed canopy lean too would provide golf cart

cover. This facility within the larger golf course/leisure proposal has been referred to as the 'Half Way House' as it would provide refreshments for users and guests of the facility at the main golf course half-way point. The proposal would also provide additional events space separate from the main clubhouse building.

1.2.3 In terms of works and external finishes, the proposal would see the removal of later steading extensions and farmhouse ancillary outbuildings; the down taking of some unstable parts of the steading and farmhouse for restoration and reuse where possible; underpinning of remaining stonewalls; other structural works (including tie rods etc); removal of the farmhouse and steading roofs; removal and replacement of the internal fabric of the farmhouse. Windows and doors would be restored where possible or new heritage replacements installed. The farmhouse roof would be replaced and covered in natural slate, chimney stack repaired and reinstated; new appropriate rainwater goods installed throughout; and walls repaired and re-pointed etc. In terms of the steading roof, this would be replaced and raised with new slim horizontal glazing included at wallhead level to allow more internal natural daylighting as well as improving the internal floor to ceiling/roof heights. Internal partitions would be formed within the proposed conversion of the steading. The outdoor courtyard area would be formed within the footprint of the later steading wings which would retain some of the outer walls as the courtyard boundary. New rooflights and the glazing of some of the larger openings within the retained steading as well as the installation of an external canopy roof would also be included in the steading conversion to provide additional internal natural illumination as well as additional protection from the weather.

### **1.3 Relevant Planning History**

**03/03525/EEIA** - Outline planning application to form private golf course (incorporating ponds and wetlands), erect clubhouse with 40 two-bedroom suites and greenkeeper's store, demolish existing steading, form vehicle access/car parking (resubmission). Granted conditional approval subject to signing of a Legal Agreement by the then Members of the East Area Development Committee on the 30<sup>th</sup> March 2004. Decision notice issued on the 23<sup>rd</sup> December 2004 following conclusion of the Legal Agreement.

**05/00471/EARM** - Reserved matters application for the formation of golf course, ponds and wetlands; greenkeeper's facility; new vehicle access; car parking and landscaping. Granted conditional approval by the then Members of the East Area Development Committee on the 7<sup>th</sup> June 2015 and decision notice issued on the 9<sup>th</sup> June 2005.

**08/03543/FULL** – Reconsideration of Condition 2 to extend time period to 18 months for submission of reserved matters in respect of planning application 03/03525/EEIA – Refused 17<sup>th</sup> February 2011

**10/01522/FULL** - Construction of new access road and parking area – Deemed Permitted Development in August 2010.

**11/04234/SCR** - Request for screening for the erection of a golf clubhouse with spa including the demolition of the farm buildings and the retention and reuse of the farmhouse – EIA Deemed Not Required 4<sup>th</sup> November 2012

**11/06152/FULL** - Erection of new golf clubhouse (incorporating restaurant, 41 accommodation rooms and shop), change of use of and alterations to farmhouse and boundary walls to form associated spa facilities, renewable energy plant, landscaping, car park re-modelling and demolition of the farm steading – Withdrawn 19<sup>th</sup> December 2011

**11/06267/LBC** - Listed building consent for alterations to farmhouse to form associated spa facilities, landscaping and renewable energy plant, and demolition of the farm steading with car park re-modelling – Withdrawn 19<sup>th</sup> December 2011

**11/06378/FULL** - Erection of golf clubhouse (incorporating restaurant, 41 accommodation rooms and shop), demolition of farm steading buildings, landscaping, car park, re-modelling and renewable energy plant. Applicant lodged an appeal to the Directorate of Planning and

Environmental Appeals Division (DPEA) (Appeal Reference Number PPA/250/2126) in July 2012 on the basis that the application had not been determined within the statutory time period. The deemed refusal appeal was upheld by the Reporter on the 11<sup>th</sup> February 2013 and conditional approval was granted subject to a revised Legal Agreement.

**In May 2011** a report was presented to the North East Fife Area Committee confirming that the golf course had planning permission and could proceed. Any additional buildings however would need to be the subject of new applications for detailed planning permission.

**11/06386/FULL** - Change of use, alterations and extension to farmhouse to form spa facilities associated with golf course and clubhouse. Applicant lodged appeal to DPEA on basis of non-determination (Appeal Ref PPA-250-2127) and appeals dismissed on 1<sup>st</sup> October 2012.

**11/06417/LBC** - Listed building consent for alterations and extension to farmhouse to form spa facilities associated with golf course and clubhouse. Applicant lodged appeal to DPEA on basis of non-determination (Appeal Ref LBA-250-2003) and appeals dismissed on 1<sup>st</sup> October 2012.

**13/03706/FULL** - Formation of service yard including plant and machinery enclosure to serve golf course complex. Applicant lodged an appeal to the DPEA (Appeal Reference Number PPA/250/2188) in April 2014 on the basis that the application was a deemed refusal following the non-determination of the application within the statutory time period. As part of the appeal process and in order to defend the appeal itself, a report was put before Members of the North East Planning Committee on the 4<sup>th</sup> June 2014. Committee Members concurred with the officer report and recommendation that the proposal should be granted subject to the inclusion of 4 conditions. The deemed refusal appeal was upheld by the Reporter on the 19<sup>th</sup> September 2014 and conditional approval was granted subject to a minor rewording of the recommended conditions.

**13/03414/FULL** – Erection of golf course maintenance buildings including laundry, material storage, buggy store, and biomass heating plant; formation of car park and access onto A915 and; access route (pipeline) linking maintenance area to golf club building was conditionally approved by Members of the North East Fife Planning Committee on the 10<sup>th</sup> September 2014.

**14/00686/FULL** and **14/00687/LBC** to alter and extend Feddinch Mains Farmhouse for residential were withdrawn on 6<sup>th</sup> June 2014.

**15/02157/OBL** and **15/02648/OBL** to vary the terms of the legal agreements associated with permissions 03/03525/EEIA and 11/03678/FULL to amend lorry movement limits were withdrawn on 17<sup>th</sup> July and 12<sup>th</sup> October 2015, respectively.

**15/02681/OBL** - Modification of Clause 5 of planning obligation 11/06378/FULL – Withdrawn 12<sup>th</sup> October 2015.

**16/00127/FULL** - Renewal of 11/06378/FULL to erect the golf clubhouse etc. Applicant lodged an appeal to the DPEA (Appeal Reference Number PPA/250/2259) in April 2016 on the basis that the application had not been determined within the statutory time period. The deemed refusal appeal was upheld by the Reporter on the 12<sup>th</sup> January 2017 and conditional approval was granted.

**17/02810/FULL** – Formation of service yard including plant and machinery enclosure to serve the golf course complex (renewal of planning permission 13/03706/FULL) was granted conditional approval on 6<sup>th</sup> February 2018.

**24/00253/PAN** - Proposal of Application Notice for proposed golf course and related development including club house, accommodation and associated facilities, access, parking, landscaping and ancillary works – PAN notice arrangements agreed 7<sup>th</sup> February 2024.

**24/00267/SCR** - Screening Opinion for proposed golf course (mostly complete) and related development including club house, accommodation and associated facilities, access, parking, landscaping and ancillary works – EIA Not Required – 22<sup>nd</sup> March 2024.

**24/01711/FULL** - Formation of golf course with driving range, erection of clubhouse, spa and holiday accommodation, gatehouse and agronomy and maintenance buildings (sui generis)

including conversion of farmhouse/steading (Class 9) to mixed use events space (Class 11) with access, car parking and ancillary support buildings and associated landscaping, drainage and renewable technology infrastructure. Included on this agenda for Members consideration.

**24/01716/FULL** - Erection of agronomy building (sui generis) including formation of access, car parking and ancillary support buildings with associated landscaping, drainage and renewable technology infrastructure. Included on this agenda for Members consideration.

**24/01719/LBC** - Listed building consent for internal and external works to reconfigure layout including replacement roofing and windows, installation of rooflights and chimney and wall cladding, formation of new windows and doors, erection of extensions and canopy features and associated down takings and part demolition. Included on this agenda for Members consideration.

## **1.4 Application Procedures**

1.4.1 Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017). Under Section 59(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should have special regard to the desirability of preserving a Listed Building or its setting or any features of special architectural or historic interest which it possesses.

1.4.2 This is a 'Local' application forming part of a larger 'Major' application, as defined in the Town & Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009, as the overall development (9 – Other Development) would exceed the area of site threshold of 2 hectares.

1.4.3 With regards to engaging with the local community on the overall 'major' proposal, the applicant's agents have held a series of widely publicised local public meetings at Craigtoun Café, Craigtoun Country Park, St Andrews on 5<sup>th</sup> March and 16<sup>th</sup> April 2024 prior to submitting their application. 91 and 40 visitors (including a representative of some community groups) respectively attended these two events. The applicant's agents have also carried out pre-application scoping consultations with key statutory and non-statutory stakeholders - the full details of these consultation processes are outlined in their submitted Pre-application Consultation Report (PAC) dated July 2024. Fife Council advised the applicant's agent on 7<sup>th</sup> February 2024 that the intended methods and arrangements were acceptable and complied with the requirements for the PAC process; as defined in The Town & Country Planning (Scotland) Act 1997 as amended; as well as The Town & Country (Development Management Procedure) (Scotland) Regulations 2013. Planning Circular 3/2013, PAN 3/2010 on Community Engagement (2010) provide further guidance and advice on the PAC and general consultation requirements. The applicant's agent conducted these formal pre-application consultation exercises as required by the above PAN and through the required PAC process. The submitted post event(s) report is detailed and informative and is considered to exceed the national guidance standards expected of PAC report submissions.

1.4.4 The proposal has been advertised in The Courier and Advertiser (5<sup>th</sup> September 2024 edition) as being a proposal that could be potentially Contrary to the Development Plan. All neighbours within the standard required 20 metres were notified on the 28<sup>th</sup> August 2024, although it should be noted that neighbours within 500 metres of the wider site boundary of which this proposals forms a part of were also notified.

1.4.5 Site visits have been undertaken on the 8<sup>th</sup> September 2023 and 16<sup>th</sup> April 2024 with minor follow ups thereafter by Planning Service's Lead Officer (North). Further to these in person visits, collated digital information to allow the full consideration and assessment of the application has also been submitted by the applicant as well as being independently captured

by Council officers. The following additional evidence was also used to inform the assessment of this proposal and includes:-

- Fife Council commissioned drone footage (November 2024).
- Google imagery (including Google Street View and Google satellite imagery); and
- GIS mapping software.

## **1.5 Environmental Impact Assessment Screening Opinion**

1.5.1 In terms of Environmental Impact Assessment (EIA) requirements/status, the application falls within Schedule 2 to the Environmental Impact Assessment (Scotland) Regulations 2017 relating to a '*Golf courses and associated developments*' where the area of development would exceed 1 hectare (Schedule 2 (12) (f)). Screening is required where the site exceeds 1ha. As such the applicant's submitted an EIA Screening Request in January 2024 (24/00267/SCR) in relation to the overall wider 98ha site. The conclusion of the request was that a future application of this scale and nature would not require to be assessed under the Environmental Impact Assessment Regulations. The original wider development was subject to the EIA process and therefore this new proposal may be considered to be a 'change to' or 'extension of' a development that was subject to the EIA process. Overall, the proposal if approved, is not considered to be significant in EIA terms and thus was not deemed to require to go through the EIA process beyond the recent Screening process. It is however important to stress that although it was considered unnecessary to be subject to an EIA that does not lessen the importance of environmental and ecological related considerations and subsequently these are assessed later in this report.

## **1.6 Relevant Policies**

### **National Planning Framework 4 (2023)**

Policy 1: Tackling the climate and nature crises

To encourage, promote and facilitate development that addresses the global climate emergency and nature crisis.

Policy 2: Climate mitigation and adaptation

To encourage, promote and facilitate development that minimises emissions and adapts to the current and future impacts of climate change.

Policy 3: Biodiversity

To protect biodiversity, reverse biodiversity loss, deliver positive effects from development and strengthen nature networks.

Policy 4: Natural places

To protect, restore and enhance natural assets making best use of nature-based solutions.

Policy 5: Soils

To protect carbon-rich soils, restore peatlands and minimise disturbance to soils from development.

Policy 7: Historic assets and places

To protect and enhance historic environment assets and places, and to enable positive change as a catalyst for the regeneration of places.

Policy 8: Green belts

To encourage, promote and facilitate compact urban growth and use the land around our towns and cities sustainably.

#### Policy 9: Brownfield, vacant and derelict land and empty buildings

To encourage, promote and facilitate the reuse of brownfield, vacant and derelict land and empty buildings, and to help reduce the need for greenfield development.

#### Policy 11: Energy

To encourage, promote and facilitate all forms of renewable energy development onshore and offshore. This includes energy generation, storage, new and replacement transmission and distribution infrastructure and emerging low-carbon and zero emissions technologies including hydrogen and carbon capture utilisation and storage (CCUS).

#### Policy 12: Zero Waste

To encourage, promote and facilitate development that is consistent with the waste hierarchy.

#### Policy 13: Sustainable transport

To encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably.

#### Policy 14: Design, quality and place

To encourage, promote and facilitate well designed development that makes successful places by taking a design-led approach and applying the Place Principle.

#### Policy 15: Local Living and 20 minute neighbourhoods

To encourage, promote and facilitate the application of the Place Principle and create connected and compact neighbourhoods where people can meet the majority of their daily needs within a reasonable distance of their home, preferably by walking, wheeling or cycling or using sustainable transport options.

#### Policy 18: Infrastructure first

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

#### Policy 19: Heat and cooling

To encourage, promote and facilitate development that supports decarbonised solutions to heat and cooling demand and ensure adaptation to more extreme temperatures.

#### Policy 20: Blue and green infrastructure

To protect and enhance blue and green infrastructure and their networks

#### Policy 21: Play, recreation and sport

To encourage, promote and facilitate spaces and opportunities for play, recreation and sport.

#### Policy 22: Flood risk and water management

To strengthen resilience to flood risk by promoting avoidance as a first principle and reducing the vulnerability of existing and future development to flooding.

#### Policy 23: Health and safety

To protect people and places from environmental harm, mitigate risks arising from safety hazards and encourage, promote and facilitate development that improves health and wellbeing.

#### Policy 25: Community wealth building

To encourage, promote and facilitate a new strategic approach to economic development that also provides a practical model for building a wellbeing economy at local, regional and national levels.

#### Policy 26: Business and industry

To encourage, promote and facilitate business and industry uses and to enable alternative ways of working such as home working, live-work units and micro-businesses

#### Policy 29: Rural development

To encourage rural economic activity, innovation and diversification whilst ensuring that the distinctive character of the rural area and the service function of small towns, natural assets and cultural heritage are safeguarded and enhanced.

#### Policy 30: Tourism

To encourage, promote and facilitate sustainable tourism development which benefits local people, is consistent with our net zero and nature commitments, and inspires people to visit Scotland.

### **Adopted FIFEplan (2017)**

#### Policy 1: Development Principles

Development proposals will be supported if they conform to relevant Development Plan policies and proposals, and address their individual and cumulative impacts.

#### Policy 3: Infrastructure and Services

Outcomes: New development is accompanied, on a proportionate basis, by the site and community infrastructure necessary as a result of the development so that communities function sustainably without creating an unreasonable impact on the public purse or existing services.

#### Policy 4: Planning Obligations

Outcomes: New development provides for additional capacity or improvements in existing infrastructure to avoid a net loss in infrastructure capacity.

#### Policy 7: Development in the Countryside

Outcome: A rural environment and economy which has prosperous and sustainable communities and businesses whilst protecting and enhancing environmental quality.

#### Policy 9: Green Belt

Outcome: Development in the Dunfermline and St Andrews Green Belts is managed to protect and enhance these towns' respective character, landscape settings, and identities.

#### Policy 10: Amenity

Outcome: Places in which people feel their environment offers them a good quality of life.

#### Policy 11: Low Carbon Fife

Outcome: Fife Council contributes to the Climate Change (Scotland) Act 2009 target of reducing greenhouse gas emissions by at least 80% by 2050. Energy resources are harnessed in appropriate locations and in a manner where the environmental and cumulative impacts are within acceptable limits.

#### Policy 12: Flooding and the Water Environment

Outcome: Flood risk and surface drainage is managed to avoid or reduce the potential for surface water flooding. The functional floodplain is safeguarded. The quality of the water environment is improved.

#### Policy 13: Natural Environment and Access

Outcomes: Fife's environmental assets are maintained and enhanced; Green networks are developed across Fife; Biodiversity in the wider environment is enhanced and pressure on ecosystems reduced enabling them to more easily respond to change; Fife's natural environment is enjoyed by residents and visitors.

## Policy 14: Built and Historic Environment

Outcomes: Better quality places across Fife from new, good quality development and in which environmental assets are maintain, and Fife's built and cultural heritage contributes to the environment enjoyed by residents and visitors.

### **National Guidance and Legislation**

The Town & Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009

The Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations (2017)

EU Directive 2000/60/EC (Water Directive Framework)

Water Environment and Water Services Act (Scotland) 2003

Water Environment (Controlled Activities) (Scotland) Regulations 2011

Circular 4/1998 The Use of Conditions in Planning Permissions (1998)

Circular 7/2007 Consultation on and Notification of Planning Applications for Outdoor Sports Facilities and Open Space (2007)

Circular 5/2009 Hierarchy of Developments (2009)

Circular 3/2012 Planning Obligations and Good Neighbour Agreements (2012)

Circular 3/2013 Development Management Procedures (2015)

PAN 33 Development of Contaminated Land (Revised 2000)

PAN 43 Golf Courses and Associated Development (1994)

PAN 47 Community Councils and Planning (1996)

PAN 51 Planning, Environmental Protection and Regulation (Revised 2006)

PAN 60 Planning for Natural Heritage (2000)

PAN 61 Planning and Sustainable Urban Drainage Systems (2001)

PAN 68 Design Statements (2003)

Scottish Government Online Planning Advice Note on Flood Risk (2015 version)

PAN 73 Rural Diversification (2005)

PAN 75 Planning for Transport (2005)

PAN 78 Inclusive Design (2006)

PAN 79 Water and Drainage (2006)

PAN 3/2010 Community Engagement (2010)

PAN 1/2011 Planning & Noise (2011)

PAN 2/2011 Planning & Archaeology (2011)

Historic Environment Scotland – Policy Statement (2016)

Historic Environment Scotland – Managing Change in the Historic Environment - Use and Adaptation of Listed Buildings (2019)

Creating Places: A Policy Statement on Architecture and Place for Scotland (2013)

Designing Streets: A Policy Statement for Scotland (2010)

Climate Change (Scotland) Act 2009

Low Carbon Scotland: Meeting the Emissions Reductions Targets 2013-2027



Flood Risk Management (Scotland) Act 2009

Flood Risk Management (Flood Protection Schemes, Potentially Vulnerable Areas and Local Plan Districts) (Scotland) Regulations 2010

### **Supplementary Guidance**

-Supplementary Guidance: Low Carbon Fife (2019)

-Low Carbon Fife Supplementary Planning Guidance provides guidance on:-assessing low carbon energy applications; demonstrating compliance with CO2 emissions reduction targets and district heating requirements; requirements for air quality assessments.

-Supplementary Guidance: Making Fife's Places (2018)

Making Fife's Places Supplementary Guidance sets out Fife Council's expectations for the design of development in Fife.

-Developing Brownfield Sites (2018)

-Design and Access Statements (2016)

-Planning Policy Guidance: Development and Noise (2021)

Policy for Development and Noise looks at both noisy and noise sensitive land. Noise sensitive developments may need to incorporate mitigation measures through design, layout, construction or physical noise barriers to achieve acceptable acoustic conditions.

-Planning Policy Guidance: Planning Obligations (2017)

-Planning Obligations guidance seeks to ensure that new development addresses any impacts it creates on roads, schools and community facilities. It assists the development industry to better understand the costs and requirements that will be sought by Fife Council and provides certainty to communities and public bodies that new development will have no negative impact.

### **Planning Policy Guidance**

#### **Planning Customer Guidelines**

-Daylight and Sunlight (2022)

-Minimum Distances between Window Openings (2016)

#### **Other Relevant Guidance**

Scottish Government Circular 3/2012 (Revised 2020) on Planning Obligations and Good Neighbour Agreements

Scottish Government Circular 1/2017 on The Town & Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2017

Scottish Government PAN 1/2013 on Environmental Impact Assessment (Revised June 2017)

Fife Council Plan for Fife – Local Outcome Improvement Plan 2017-2027 (2017)

Fife Landscape Character Assessment (1999)

Fife Council Contaminated Land Working Group Guide to Developing Contaminated Land within Fife (2004)

Fife Council Guidance Note on Flooding and Drainage Issues in Relation to Planning and Development

## 2.0 Assessment

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### 2.1 Relevant Matters

The matters to be assessed against the development plan and other material considerations are:

- Principle of Development
- Economy / Employment
- Design and Layout / Landscape and Visual Impact / Impact on Skyline
- Impact on Greenbelt
- Impact on Listed Building / Setting/Historic Gardens & Designed Landscape / Archaeology
- Residential Amenity
- Transportation / Road Safety
- Flooding and Drainage / Water Quality
- Contaminated Land and Air Quality
- Natural Heritage and Trees
- Sustainability / Low Carbon
- Other Considerations

### 2.2 Principle of Development

2.2.1 NPF4 Policy 9 (Brownfield, Vacant and Derelict Land and Empty Buildings) Parts (a and d) support development proposals that will result in the sustainable reuse of brownfield land including vacant and derelict land and buildings, whether permanent or temporary and also supports the reuse of existing buildings, taking into account their suitability for conversion to other uses. NPF4 Policy 15 (Local Living and 20 Minute Neighbourhoods) aims to encourage, promote and facilitate the application of the Place Principle and create connected and compact neighbourhoods where people can meet the majority of their daily needs within a reasonable distance of their home, preferably by walking, wheeling or cycling or using sustainable transport options and where relevant within 20 minutes neighbourhoods.

2.2.2 NPF4 Policy 29 (Rural Development) aims to encourage rural economic activity, innovation and diversification whilst ensuring that the distinctive character of the rural area and the service function of small towns, natural assets and cultural heritage are safeguarded and enhanced and therefore LDPs should identify the characteristics and needs of rural areas. Policy 29 (a) also supports proposals amongst other criteria listed where there is recognised need, they contribute to the viability, sustainability and diversity of rural communities; diversification of existing businesses; reuse redundant/unused building(s) and respect the natural and built environment etc. Policy 29 (b) advises that development proposals in rural areas should be suitably scaled, sited and designed to be in keeping with the character of the area; should contribute to local living as well as the transport needs of the development as appropriate for the rural location. Proposals under part (c) should ensure amongst other criteria that it is suitable in terms of location, access, siting, design and environmental impact.

2.2.3 NPF4 Policy 30 (Tourism) advises that LDPs should support the recovery, growth and long term resilience of the tourism sector and therefore should identify suitable locations which reflect opportunities for tourism development by taking full account of the needs of communities, visitors, the industry and the environment, all of which is considered in more detail later in this report.

2.2.4 Adopted FIFEplan Policy 1 Part A; 1) advises that the principle of development within a defined settlement boundary which is compliant with the policies for the location; or in a location where the proposed use is supported by the Local Development Plan, will be supported. Policy 1 Part B advises that development proposals must address their development impact by complying with the relevant criteria and supporting policies where relevant of which those applicable in this instance include - mitigating against the loss in infrastructure capacity by adding additional capacity or improving the existing infrastructure; avoid the loss of valuable cultural, tourism and community resources; in the case of proposals in the countryside or green belt, be a use appropriate for these locations (as per Policy 7 and 9 in this case); protect sport and recreation facilities; safeguard the character and qualities of the landscape; avoid flooding and impacts on water quality; safeguard and avoid the loss of natural resources; and, safeguard the characteristics of the historic environment including archaeology and proposals should be supported with the appropriate supporting information listed in Policy 1 (c).

2.2.5 FIFEplan Policy 7 (Development in the Countryside) advises that development in the countryside will only be supported where it is for amongst other land uses listed, is for facilities for outdoor recreation, tourism or other development which demonstrates a proven need for a countryside location; is for the extension of established businesses; or is for access to the countryside. In all cases, the development must be of a scale and nature compatible with surrounding uses; be well located in respect of available infrastructure and contribute to the need for any improved infrastructure; and be located and designed to protect the overall landscape and environmental quality of the area.

2.2.6 PAN 43 on Golf Courses and Associated Development (1994) provides further supporting information and guidance when considering such proposals.

2.2.7 The Fife Partnership's Plan for Fife - Local Outcome Improvement Plan 2017-2027 (2017) is Fife's new overall community plan, which aims to deliver real improvements for the people of Fife over the next 10 years resulting in a fairer Fife. The plan provides a clear focus for all other plans and sits alongside the Local Development Plan (FIFEplan), which deals with physical and spatial planning issues, and the Climate Change Strategy, which sets out what the Partnership aims to do to address climate change and its likely impacts. The Partnership also has 7 local community plans, one for each local committee area. The vision for a fairer Fife is based on 4 priority themes - Opportunities for All; Thriving Places; Inclusive Growth and jobs; and Community Led Services. The plan sets out the main challenges, changes needed, and actions required over the next 10 years for each priority area to achieve where Fife wants to be in 2027. In order to ensure progress is made, 12 ambitions have been identified to measure progress and the plan will be reviewed every 3 years to take account of any changes in the challenges and opportunities within Fife during that time. In summary, the 12 ambitions aim to make Fife - poverty free; fair work, affordable, connected, empowered, skilled and healthier. Planning therefore has a key proactive role in helping to achieve these ambitions - for example supporting proposals which in turn allow people to maximise household incomes and reduce poverty levels; increase employment opportunities and invest in infrastructure; make Fife one of Scotland's best loved tourist destinations; improve health; improve affordability, availability, condition and mix of housing; invest in better connected and digitally enabled communities; and improve local environments.

2.2.8 In terms of development on prime agricultural land (defined as Classes 1, 2 and 3.1 in the land capability classification for agricultural development by the James Hutton Institute, FIFEplan Policy 7 advises that proposals will not be supported except where they are essential as a component of the settlement strategy or necessary to meet an established need where no other suitable site is available; is for small-scale development directly linked to a rural business; or is for the generation of energy from a renewable source or the extraction of minerals where this accords with other policy objectives and there is a commitment to restore the land to its

former status within an acceptable timescale. NPF4 Policy 5 (Soils) advises that LDPs should protect locally, regionally, nationally and internationally valued soils; minimise the amount of disturbance to soils on undeveloped land and protect soils from damage including compaction and erosion etc. Policy 5 (b) advise that development proposals on prime agricultural land etc that is locally important for primary use as identified in the LDP will only be supported where it is for essential infrastructure and there is a specific locational need; it is for small-scale development directly linked to a rural business amongst others listed and in all exceptions, the layout and design of the proposal minimises the amount of protected land that is required.

2.2.9 In terms of the loss of prime agricultural land, only a minor part of this smaller application to the much larger application site is located within a Class 3.1 area of highly productive prime quality land which is capable of producing a wide range of crops. The majority of this application site is brownfield with existing agricultural buildings already present which means most of the site is currently deemed non-productive. Further to that, the site forms part of a larger golf course proposal which already has permission for redevelopment and is itself a reversible land use if needed for future agricultural production.

2.2.10 In terms of the principle of the overall proposal, the DPEA Reporter also concluded that the proposal (in association with the golf course complex already approved) would have a positive contribution to the surrounding environment, and would be acceptable in its countryside and green belt location. With regards to the loss of prime agricultural land, the Reporter also concluded that the proposal was also acceptable given the relatively small area of farmland involved. Further to this, the Reporter also considered the fact that the site already has permission to be built upon and the site would be surrounded by an approved clubhouse and course, which when built would likely make farming the site unviable were also determining factors.

2.2.11 In terms of justifying the need for this and the overall proposals and ancillary elements, the applicants produced a Planning Statement document, which advises that the farmhouse and steading conversion and proposed uses thereafter would be a central and important component to the overall operations and facilities on offer to guests as well as providing users of the main golf course with facilities at the halfway point of a round. The facility would also play an important role in providing the anticipated staff employment levels as well as contributing to the local economy.

2.2.12 Concerns raised by third parties regarding the proposal being contrary to the Local Development Plan and in specifically in terms of policy principles, these comments have been noted and considered and are not considered to be significant to merit a refusal for the following reasons outlined in this section of the report.

2.2.13 In this instance, the proposal is considered to be acceptable in principle as it relates to an approved golf course development which as an outdoor recreational / tourist related land use is considered to require a rural countryside location and is of a land use type that is supported from a policy position within a countryside location. Further to that, the proposal is considered acceptable in principle as such a facility was considered an important ancillary part of a previous planning approval, which although it has since lapsed the inclusion of such a use would still be considered a typical associated use forming part of a golf course, which in its own right still has a planning approval. In addition, the proposal is also considered acceptable as it would involve the redevelopment of mostly brownfield land as well as the conversion and reuse of exiting vacant and derelict buildings. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard. The overall acceptability of such a development must however also meet other policy criteria and these issues are considered in detail below.

## **2.3 Economy / Employment**

2.3.1 NPF4 Policy 25 (Community Wealth Building) advises that proposals which contribute to local or regional community wealth building strategies and are consistent with local economic priorities will be supported. Policy 26 also advises that development proposals for business and industry will take into account impact(s) on surrounding residential amenity; sensitive uses and

the natural and historic environment as well as the need for any appropriate site restoration at the end of the period of commercial use.

2.3.2 NPF4 Policy 29 (a) also supports proposals amongst other criteria listed, that contribute to the viability, sustainability and diversity of rural communities and local rural economy including the diversification of existing businesses and under part (b), the proposal is suitably scaled, sited and designed to be in keeping with the character of the area. Whilst proposals under part (c), should ensure support of local employment as well as being suitable in terms of location, access, siting, design and environmental impact.

2.3.3 NPF4 Policy 30 (Tourism) advises that proposals for new or extended tourist facilities or accommodation will be supported but proposals must take account of the contribution to the local economy; the compatibility with the surrounding area in terms of the nature and scale of the activity and impacts of increased visitors; impacts on communities; opportunities for sustainable travel and appropriate management of traffic generation; scope for sustaining public transport; accessibility for all; minimising carbon emissions; as well as providing opportunities for access to the natural environment.

2.3.4 FIFEplan Policy 5 (Employment Land and Property) supports proposals that are employment use classes consistent with existing or proposed employment activity on the site or neighbouring employment sites.

2.3.5 The applicants submitted an Economic Impact Assessment report in support of the related Masterplan proposal (24/01711/FULL), which demonstrated that the wider development would provide significantly positive economic and employment benefits for the local area as well as the region and Scotland. This proposal is deemed essential as a key part of the day to day on-site operations and facilities on offer and therefore would assist in contributing to these wider positive outcomes if approved.

2.3.6 In assessing the wider overall proposal, Fife Councils Economic Development officers were consulted and advised that as the proposal has stalled for several years and the land at Feddinch has been underutilised, the Economic Development team are supportive of this wider proposal which will see the creation of jobs and investment into the wider area.

2.3.7 Concerns raised by third parties regarding limited employment opportunities; as well as a lack of benefits for the area and town and local communities have been noted and are not considered to be likely for the following reasons outlined in this section of the report.

2.3.8 In this instance the proposal is considered acceptable as it would be a key component in assisting in the day to day running and operational activities of an already approved golfing/leisure/tourist related development, which would attract additional visitors to this area of St Andrews and North East Fife and help enhance the tourist period annually. Further to this, the proposal would also generate employment opportunities in a range of positions, create positive economic benefits (both direct and in-direct) to local markets and would not undermine any other existing employment enterprises; all in line with the relevant national and local policies and guidance in this regard as well as the Plan for Fife – Local Outcome Improvement Plan. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.4 Design and Layout / Landscape & Visual Impact / Impact on Skyline**

2.4.1 NPF4 Policy 14 (Design, Quality and Place) supports development where it will be designed to improve the quality of an area whether in urban or rural locations regardless of scale otherwise they will not be supported. Policy 14 and Annex D advises that development proposals shall be supported where they are consistent with, where relevant, the six qualities of successful places such as Healthy, Pleasant, Connected, Distinctive, Sustainable and Adaptable. Conversely this policy (Part (c)) also states that development proposals which are poorly designed will not be supported.

2.4.2 Approved FIFEplan Policy 1 (Part B (7 and 10)); Policy 10 (7); and Policy 14 advise that proposals should safeguard the character and qualities of the built and historic environment and wider landscape (including skylines), proposals should not lead to a significant visual

detrimental impact on their surrounds, and new developments must meet the 6 qualities of successful places - distinctive; welcoming; adaptable; resource efficient; safe and pleasant; and, easy to move around and beyond. Further guidance on how these qualities will be interpreted and addressed are provided in Fife Council's Making Fife's Places Supplementary Guidance document. Policy 13 of FIFEplan also reiterates that development proposals will only be supported where they protect or enhance natural heritage and access assets as well as well as landscape character and views, and that they add to the landscape quality and amenity value. In this instance the site is within the rural and countryside character and greenbelt for St Andrews and views of the site whilst limited should still consider the potential impact on the wider settlement skyline as well as the rural backdrop when viewed from the town itself.

2.4.3 The Scottish Government's document Creating Places: A Policy Statement on Architecture and Place for Scotland (2013) again refers to the 6 qualities of successful places but also sets out the principles for the need for new developments to include sustainability, good architecture, and quality building design. In doing so such developments will assist in conserving and enhancing the built environment, help promote regeneration, and thus add to the communities themselves. The document also advises that new development proposals should reflect a site's setting, the local form of buildings, and use of finishing materials.

2.4.4 Further guidance on the application of these principles to specific proposals is set out in Fife Council's Making Fife's Places Supplementary Guidance. Applicants are encouraged to demonstrate that the proposal has followed a robust design process. Making Fife's Places includes an evaluation framework to guide the assessment of the design process undertaken.

2.4.5 The site is located within the NatureScot (previously Scottish Natural Heritage) defined 'Lowland Hills & Valleys' landscape character type which the Fife Landscape Character Assessment (1999) document characterises as typically consisting of a subtle variety of landforms; open regular farmland patterns of medium scale fields of arable and grasslands; variable pattern of post and wire fences and mostly tall hedges and hedgerow trees; shelter plantations; roadside planting; policies linked to large estates; regular often linear pattern of steadings and larger settlements and towns all of which are generally well related to the landscape; other dominant linear and point features of plantations and tree groups; individual local buildings often set in a quiet balanced calm landscape with large areas of hills and shallow valleys in the St Andrews – Kinaldy Den area.

2.4.6 The development advice within the Character Assessment document for such an area is as follows – development sited within Lowland Hills & Valley areas is that subject to appropriate design and siting this landscape area has the capacity to accommodate other forms of modest-scale development and structures, though in prominent locations these should be subject to landscape and visual impact assessments. The careful siting and design of any new high or bulky structures so that they are not on skylines or otherwise conspicuous; appropriate conversion of farm buildings should be encouraged as should retaining traditional boundary treatments and planting with new planting equally encouraged. Proposals should use the landform and existing and new planting to help relate the structure to the landscape setting.

2.4.7 The applicants have submitted a Design and Access statement and carried out a Landscape and Visual Impact Assessment with associated visual photomontages as part of their wider appraisal, which provides details on the rural setting, landscape, visual and design principles employed in reaching the proposed design and layout of this proposal as well as the soft and hard landscaping, rationale for the high quality pallet of materials chosen are all considered. These two documents were lodged as part of the consideration of the wider associated Masterplan application (24/01711/FULL).

2.4.8 Concerns raised by third parties regarding scale, design and overdevelopment of the built aspects of the whole site as well as impacts on the wider landscape character have been noted and considered and are not considered to be significant to merit a refusal for the following reasons outlined in this section of the report.

2.4.9 In this instance, this small fairly level more centrally located site would be mostly screened by intervening buildings and natural vegetation around the wider site boundaries. In terms of height and massing, the proposal would not be significantly any higher than the tallest

structure already present on this part of the wider site and would remain as a built cluster. In terms of design matters, the proposal is also considered acceptable as it would develop an existing vacant and derelict farmhouse and steading whilst retaining the traditional agricultural appearance, would respect that built heritage assets listed, all of which when completed would still visually appear as a farmhouse and associated steading. The external finishes proposed are typical finishes and would complement the existing elements to be retained. Overall, it is considered that this proposal would respect the character of the listed features, the 'agricultural' visual appearance, the wider landscape character as well as the character of the wider Greenbelt. Views of this part of the wider site would be limited and the proposal would not impact on the skyline or setting of the town of St Andrews nor the immediate site area.

2.4.10 With regards to visual effects, the proposal is also considered acceptable as it would see a visual improvement through the restoration of existing traditional agricultural buildings using traditional materials of appropriate textures and colour schemes etc. Further to that it would remain fairly low level in terms of height and would retain the isolated cluster appearance typical of the general setting within this part of the landscape character. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.5 Impact on Greenbelt**

2.5.1 NPF4 Policy 8 advises that LDPs should consider using greenbelts to support their spatial strategy as a settlement management tool to restrict development around towns and cities. The policy advises that greenbelts may be zoned around settlements where there is significant danger of unsustainable growth in car-based commuting or suburbanisation of the countryside. Policy 8 (a) advises that proposals within a greenbelt designated within the LDP will only be supported if amongst others listed, they are for outdoor recreation, play and sport or leisure and tourism uses; and developments that provide opportunities for access to the open countryside (including routes for active travel and core paths). However, Policy 8 also advises that the following requirements should also be met including amongst others listed, reasons are provided as to why a greenbelt location is essential and why it cannot be located on an alternative site outwith the greenbelt; the purpose of the greenbelt is not undermined; the proposal is compatible with the surrounding established countryside and landscape character; the proposal has been designed to ensure it is of an appropriate scale, massing and external appearance, and uses materials that minimise visual impacts on the greenbelt as far as is possible; and, there will be no significant long-term impacts on the environmental quality of the greenbelt.

2.5.2 FIFEplan Policy 1 Part B (5) and Policy 9 advises that development in a designated green belt will only be supported where it is required for amongst other uses listed outdoor recreation uses compatible with an agricultural or natural setting; intensification of established uses; is for essential infrastructure and no other suitable site is available. In all cases, development in the green belts must be of a scale and nature compatible with surrounding uses; maintain the setting and the key views to and from the historic core of St Andrews as appropriate; improve the landscape and environmental quality of the green belt; improve local infrastructure, which may include improving opportunities for public access between the town and countryside by linking green spaces; and be of a high quality design.

2.5.3 As there are key planning permissions in place to justify the development of a golf course and clubhouse at this location and this ancillary element formed part of previous planning approvals albeit they have since lapsed except that of the golf course, the principle of carrying out this form of ancillary development within the green belt and countryside has been accepted. The site, sitting within the boundaries of all the consented developments, are clearly linked in terms of location and purpose to the original consented development. The site occupies an area of land that has previous permission for redevelopment as a maintenance facility and therefore by default the development is therefore considered fully justified under FIFEplan Policy 7 as it relates to an essential operational aspect of an approved "outdoor recreation, tourism, or other development which demonstrates a proven need for a countryside location" and Policy 9 as a

directly linked ancillary element to an approved “outdoor recreation use compatible with an agricultural or natural setting”.

2.5.4 Concerns raised by third parties regarding the development of the St Andrews Greenbelt have been noted and considered but the proposal is not deemed to be contrary to the relevant policies aimed at protecting such designated areas for the following reasons outlined in this section of the report.

2.5.5 In this instance the proposal is considered acceptable as it would be directly associated with an approved outdoor recreation, play and sport/leisure and tourism use which can be supported in a rural and greenbelt location. In terms of being appropriately scaled and designed for a greenbelt site, that too is considered acceptable as outlined earlier in this report. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.6 Impact on Listed Building / Setting / Historic Gardens & Designed Landscape / Archaeology**

2.6.1 Under Section 59(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the planning application the Planning Authority should have special regard to the desirability of preserving a Listed Building or its setting or any features of special architectural or historic interest which it possesses.

2.6.2 NPF4 Policy 7 (Historic Assets and Places) aims to protect and enhance historic environment assets and places, and to enable positive change as a catalyst for the regeneration of places. Policy 7 Part (a) advises that development proposals with a potentially significant impact on historic assets or places will be accompanied by an assessment which is based on an understanding of the cultural significance of the historic asset and/or place. The assessment should identify the likely visual or physical impact of any proposals for change, including cumulative effects and provide a sound basis for managing the impacts of change.

2.6.3 NPF4 Policy 7 Part (c) advises that development proposals for the reuse, alteration or extension of a listed building will only be supported where they will preserve its character, special architectural or historic interest and setting. Development proposals affecting the setting of a listed building should preserve its character, and its special architectural or historic interest. Whilst Policy 7 (i) advises that proposals affecting nationally important Gardens and Designed Landscapes will be supported where they protect, preserve or enhance their cultural significance, character and integrity and where proposals will not significantly impact on important views to, from and within the site or its setting. Policy 7 (m) supports proposals which would sensitively repair, enhance and bring historic buildings, as identified as being at risk locally or on the national Buildings at Risk Register, back into beneficial use, whilst Policy 7 (o) advises on archaeological matters on non-designated sites and dealing with new archaeological discoveries.

2.6.4 The policies of the Development Plan follow on from the guidelines set out in Historic Environment Policy for Scotland (2019) document, which indicates that development that fails to preserve or enhance the character or appearance of the property should normally be refused planning permission. Development that does not harm the building or its setting should be treated as being one, which preserves the areas/buildings character or appearance. Consideration should also be given the Historic Environment Scotland guidance document New Development in Historic Settings (2010). In terms of the demolition aspect Historic Environment Scotland - Managing Change in the Historic Environment - Demolition of Listed Buildings (2019) provides guidance regarding the test to determine if demolition is to be considered acceptable or not. The merits for the demolition and rebuild of the farmhouse etc are covered in detail in the related LBC application 24/01719/LBC and its partner application 24/01717/FULL also included on this agenda for Members consideration. Historic Environment Scotland – Managing Change in the Historic Environment - Use and Adaptation of Listed Buildings (2019) also supports the sensitive reuse of listed buildings and provides further guidance in that regard within this guide.



2.6.5 Adopted FIFEplan Policy 1 (Part B (10)); Policy 10 (7); and Policy 14 (Built and Historic Environment) advise that proposals should safeguard the characteristics of the historic environment, proposals should not lead to a significant visual detrimental impact on their surrounds, and new developments must meet the 6 qualities of successful places - distinctive; welcoming; adaptable; resource efficient; safe and pleasant; and, easy to move around and beyond. Development proposals must meet a number of criteria including the avoidance of loss of valuable cultural, tourism and community resources. Further to this, Policy 14 also advises that development, which protects or enhances buildings or other built heritage of special architectural or historic interest, will be supported. Such interests in this instance include listed buildings or their setting (including structures or features of special architectural or historic interest) as well as sites recorded in the Inventory Historic Gardens and Designed Landscapes and other non-inventory gardens and designed landscapes of cultural and historic value. Support will only be given if, allowing for any possible mitigating works, there is no adverse impact on the special architectural or historic merit of the building (statutorily protected or not). Further to this, all archaeological sites and deposits, whether statutorily protected or not, are considered to be of significance. If unforeseen archaeological remains are discovered during the development, the developer is required to notify Fife Council and to undertake the appropriate investigations.

2.6.6 As part of the application submission, the applicants lodged a Heritage Condition Survey Report in respect of the farmhouse and steadings. The report survey assessed these built heritage assets which in turn helped inform the design of this aspect of the overall proposal. The survey also assisted in determining the historical evolution of the steading as well as the structure and fabric condition of the assets. The report concluded that the traditional buildings were in poor condition and are suffering from a long-term lack of maintenance. Repairs to the 'B' Listed farmhouse are required to be carried out using traditional materials and methods and the reuse of good condition materials would be utilised. The underpinning of the existing original walls is proposed along with necessary structural and cosmetic repairs using best conservation methods and materials. New floors, timbers and partitions would use traditional materials; the original fenestration (north elevation) would be restored and a sympathetic glazed link would be formed to link the farmhouse to the bothy etc. New interior finishes would use traditional materials and designs typical of the farmhouse. Windows and doors would be refurbished where possible and if not then new traditional frames and profiles etc would be used in replacements. Overall, the Heritage Statement concludes that ...*"the proposals will preserve the identified character and special architectural/historic interest and save it from complete collapse and loss. While there will be some loss to the fabric and plan of the interior of the building, that loss is mitigated by the repair of the most important historic elements and provision of a long-term sustainable use for the building."* Further to that, the report also concludes that the proposed development is not anticipated to adversely impact the setting on neighbouring listed buildings or the Craigtoun Garden & Designed Landscape.

2.6.7 In assessing this proposal the Council's Built Heritage officers were consulted and advised that they are supportive of the approach to retain and repair the 'B' Listed farmhouse but do note that the proposed clubhouse, lodges will have a high level of visual impact on the character of the wider surrounding rural landscape beyond the immediate site and conflicts with national policy and legislation. Consideration should also be given to the potential cumulative impact the related applications would have on the overall Masterplan for the whole site.

2.6.8 In this instance the proposal is considered acceptable as it would result in the sensitive renovation and restoration of a statutory category 'B' Listed farmhouse with associated steading buildings whilst removing more recent/modern elements and extensions. Further to that the proposal would significantly improve the structural integrity of the buildings and therefore ensure their long-term use and survival. Further to that the proposal would use best conservation methods and traditional materials and when completed would still retain an 'agricultural' appearance when viewed from the limited vantage points available. No features of architectural or historic merit would be significantly affected nor lost as a result of this proposal.

2.6.9 In terms of listed building setting, it is considered that this proposal is suitably distant from the Feddinch Cottages not to affect their listed status nor impact on their own respective settings. Further to that the designated Gardens and Designed Landscapes site at Craigtoun as well as its important assets and vistas would also be suitably distant from the site not to be affected. It is also considered that the proposed clubhouse and maintenance facilities proposed as part of the wider development (approximately some 280 metres and 580m distant respectively) would also be suitably distant not to impact on the listed status of the farmhouse nor would they affect the setting of that heritage asset. Further to that, even though the proposed clubhouse building would be located in an elevated position, albeit set into the hillside, it is still considered that it would not significantly affect the listed status nor setting of the listed farmhouse. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.7 Residential Amenity**

2.7.1 NPF 4 Policy 16 Part (g) whilst predominantly for householder development proposals advises that support will generally be given where proposals – (i) do not have a detrimental impact on the character or environmental quality of the home and the surrounding area in terms of size, design and materials; and (ii) do not have a detrimental effect on the neighbouring properties in terms of physical impact, overshadowing or overlooking. In this instance whilst again the policy criteria relates to householder developments, these requirements are also considered materially relevant to protect the amenity of nearby sensitive receptors such as existing householders.

2.7.2 Fife Council's Planning Customer Guidelines on Daylight and Sunlight (2018) set out the standards for proposals to ensure that properties are not unacceptably overshadowed and that the levels of natural daylight reaching existing properties are not significantly diminished as a result of any proposed development

2.7.3 Adopted FIFEplan Policy 10 (Amenity) advises that development will only be supported if it does not have a significant detrimental impact on the amenity of existing or proposed land uses. Proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to air quality; contaminated and unstable land; noise, light and odour pollution or other nuisances; traffic movements; loss of privacy, sunlight and daylight; construction impacts; or the visual impact of a development on the surrounding area. Where potential amenity impacts are identified the relevant mitigation measures will be required to be implemented by the developer to an agreed timetable and specification. The actions required to mitigate or avoid amenity impact will vary according to the circumstances in each case but will include measures such as landscape buffer strips between incompatible uses, separation distances, noise attenuation screens or fences, and bunding.

2.7.4 In this instance the typical amenity issues will include noise, odour, impact of vibration, dust, privacy/ and daylight/overshadowing etc. In this instance the closest third-party residential properties to this site would be located at Birk Knowe / the Folly, Feddinch at approximately 350-390 metres to the south west from the nearest element of the Half-Way House facility; Feddinch Mains and Brae Cottages approx. 250m to the east; Cairnsmill Caravan site approx. 780m to the north east; Lumbo Farmhouse/Steadings/Cottages approx. 820m to the north; East Cottage, Craigtoun approx. 640m to the west; and Gardeners Lodge, Craigtoun approx. 610m to the west.

2.7.5 NPF4 Policy 23 (Health and Safety) Part (b) advises that development proposals which are likely to have a significant adverse effect on health will not be supported whilst Part (d) advises that proposals likely to have a significant adverse effect on air quality will not be supported unlike proposals that would improve air quality. Likewise Part (e) advises that unacceptable noise issues will not be supported. Further to that the agent of change principle would apply to noise sensitive development. Air Quality and Noise Impact Assessments may be required.

2.7.6 PAN 1/2011 establishes the best practice and the planning considerations to be taken into account with regard to developments that may generate noise, or developments that may be subject to noise. Adopted FIFEplan Policy 10 advises that development will only be supported if it does not have a significant detrimental impact on the amenity of existing or proposed land uses. Proposals must demonstrate amongst others listed that they will not lead to a significant detrimental impact on amenity in relation to air quality; noise, odour or light pollution or other nuisances; traffic movements; or construction impacts. Overall, the policy aims to ensure new development is required to be implemented in a manner that ensures that existing uses and the quality of life of those in the local area are not adversely affected. If potential negative impacts are identified, development proposals may still meet the requirements of this policy if suitable mitigation is implemented. PAN 51 provides further guidance and advice regarding environmental protection and regulation. Fife Council's interactive guidance on Air Quality in Fife - A Developers Guide, also provides advice and guidance relating to air quality in the region.

2.7.7 In support of the overall Masterplan application (24/01711/FULL), the applicants have submitted a Scheme of Works outline plan covering the key construction impacts and general arrangements. The plan covers the proposed engagement with third party neighbours; compound arrangements; traffic and parking arrangements; site working hours; emergency procedures; site security measures; health and safety matters; temporary service arrangements; environmental and amenity protection issues; acoustic mitigation as well as the details relating to service infrastructure protections and improvements for the local area (e.g. water, power and communications); as well as the proposed construction phasing plan. The plan advises that compliance with all national applicable construction standards will be carried out at all times. The plan also advises that the anticipated site working hours for the construction phases would typically be 7am to 7pm on Mondays to Fridays with flexibility depending on the seasons to allow working in the daylight etc. The plan is clear to confirm that noisy activities during construction would not commence near adjacent properties before 8am. The 3 key programmed construction phases of the wider site are proposed of which the development of this site would be planned to be Phase 2 – Restoration and development of the farmhouse and steadings although some phases may overlap.

2.7.8 Concerns raised by third parties regarding potential residential amenity issues related to the wider site (e.g. noise, light pollution and traffic noise etc.) have been noted and considered and are not deemed to be significant to raise any amenity issues for the following reasons outlined in this section of the report.

2.7.9 In this instance the proposal is considered acceptable as it would be suitably scaled, positioned and distant and partially screened by courtyard boundary walls all to ensure there are no amenity issues as listed above occurring to the detriment of any of the nearby sensitive receptors/occupiers of third party properties. The buildings would be low level, sited more than the minimum off-set distances to third parties, be visually screened and ventilated; have limited glazing on elevations facing third parties and any vehicular traffic movements would either be from the proposed internal access roads or directed off the main public road (A915) away from having to pass third party properties. It is not considered that the proposal would result in any onerous noise, odour or privacy issues given the remote location from third parties and other sensitive receptors. Light pollution would not be an issue given most lighting externally would be low level and internal lighting limited from being seen external due to the limited glazed openings proposed. Further to that the applicants have advised that the lighting proposed would not be bright white light but atmospheric soft lighting etc. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## 2.8 Transportation / Road Safety

2.8.1 NPF4 Policy 13 (Sustainable Transport) aims to encourage, promote and facilitate developments through the LDP that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably. Part (b) advises that support will be given where it can be demonstrated that transport requirements generated have been considered in line with sustainable travel hierarchies; will be accessible by public transport; integrate transport modes; provide low or zero-emission vehicle and cycle charging points; supply safe, secure and convenient cycle parking to meet the needs of users; and designed to incorporate road and pedestrian safety needs and measures including reducing vehicle numbers and speeds; and adequately mitigate any impact on local public access routes etc.

2.8.2 NPF4 Policy 13 Part (c) also advises that Transport Assessments will be needed where proposal will generate a significant increase in number of person trips, whilst Part (d) advises that development proposals for significant travel generating uses will not be supported in locations which would increase reliance on the private car, taking into account the specific characteristics of the area. Further to these Travel Plans with supporting planning conditions/obligations may be necessary (Part (f)). PAN 75 also provides further guidance and advice on transportation matters.

2.8.3 FIFEplan Policy 1 Part B criterion 1 requires new development to address its local impact on local infrastructure. Policy 1 Part C criterion 2 requires a proposal to include measures to mitigate expected increased traffic levels. Whilst Policy 3 advises that development must be designed and implemented in a manner that ensures it delivers the required level of infrastructure and functions in a sustainable manner. Such infrastructure and services in this instance include local transport and safe access routes which link with existing networks including walking and cycling. Once impacts have been identified (possibly through Transport Assessments), mitigation must be identified and agreed prior to an application being determined. Fife Council's Transportation Development Guidelines, as an Appendix to Making Fife's Places, set out the technical requirements new development must achieve in order to ensure road safety is built into the design of new transport infrastructure.

2.8.4 In support of the wider proposal (24/01711/FULL) the applicants have submitted a Transport Statement report and a separate Travel Plan document. The statement report advises that it is expected that development would be seasonal with anticipated opening from May to October and the course operational daily between 07:30 and 19:30. Approximately 120 staff would be employed at the operational stage with a 2-shift pattern introduced with one shift (60 staff) running from 05:30 and a shift change at 14:00/15:00 and second shift (60 staff) finishing at approximately midnight. Guests would predominantly arrive by private shuttle and staff typically via a staff shuttle arrangement although the applicants intend to provide staff accommodation for up to 48 staff members in the St Andrews area with designated pick-up/drop-off points defined. Pedestrian access demand is anticipated to be negligible. Staff offices and facilities would be located at the northern part of the site and internal access routes would then be used to reach work locations etc. Cycling and cycling facilities (including changing rooms and lockers along with covered bike storage facilities) for staff will also be encouraged/provided. Guest access would be via a dedicated existing priority junction and would be separate from the nearby access serving the residents at Feddinch itself. In terms of on-site parking, it is proposed to provide 30 guest parking spaces (24 general spaces and 6 accessible bays – managed via a valet parking system) and 88 vehicle spaces at the northern site (73 general spaces and 5 accessible spaces). Electric vehicle charging facilities are proposed for guests and staff. The Statement report also included a detailed breakdown analysis by transport mode type and confirmed that a Travel Plan Co-ordinator would be appointed and made responsible of the implementation and monitoring of the measures set out in the Travel Plan.

2.8.5 In terms of travel demands and vehicle trips the Transport Statement advises that in terms of staff trips/movements, as no staff would stay on site and an estimated 40% of the workforce would be provided with accommodation within the St Andrews area and a staff shuttle would be provided it is expected the maximum number of private vehicle trips for staff would be approximately 30 with each shift (30 arrivals and 30 departures during shift changes) a

maximum 60 spaces (located at the Hub of House/Maintenance/Agronomy part of the wider site - see application 24/01716/FULL) would be required for a short period during the changeover. Staff will also be actively encouraged to consider car sharing and cycling where possible to do so. Given shift times the vast majority of trips would be outwith normal peak periods. The outcome of the Statement report assessment is that the proposal would have no impact on the operation of the surrounding road network during these times. Staff would arrive at the Hub of House facility and use internal road networks to reach work areas. Guests would also walk or be shuttled to and from this part of the site when not playing the remainder of their golf round.

2.8.6 The Travel Plan document advises that the plan has been prepared to assist with the management of the resort in encouraging sustainable travel choices for staff. The benefits of the plan would reduce carbon emissions; promote more sustainable travel; provide a more attractive and safer development by reducing car usage; improve staff health; and improve the knowledge of staff in relation to travel options. The scope of the plan covers a 10-year period (2024-2034) as per previous consent requirements with anticipated reviews every 3-years to reflect any changes in behaviours, travel choices or policy. The target aims for staff would be travel by shuttle transport (50%), Cycle (3%), Public Transport (5%), Car Share (32%) and self-drive (10%). A Travel Plan Co-ordinator would be responsible for maintaining, implementing and reviewing the plan. Information on Active Travel, Public Transport options, vehicle use as well as the availability of the shuttle service would be made available to staff. The plan implementation strategy, communication/marketing/promotion as well as the monitoring of usage and travel behaviours will also be recorded, reviewed, and help inform future reviews and the document submitted provides more detailed information on how the Travel Plan could be implemented. Full details regarding public transport was included in the associated Travel Statement although it was also acknowledged that some of the public bus service times would not suit some of the shift times.

2.8.7 In assessing this proposal, Fife Council Transportation Development Management (TDM) officers were consulted and advised that they have no objections to the proposal in terms of road safety, parking numbers or potential detrimental impacts on the adjacent roads network. On that basis officers have recommended that a visibility splay requirement condition as well as an off-street parking condition be imposed should committee Members be mindful to approve the application. Members should note that these conditions would be better dealt with in the related applications 24/01711/FULL (Masterplan) and 24/01716/FULL (Hub of House/Agronomy/Maintenance) applications as they are the applications that directly involve the formation of the visibility plays at junctions as well as the off-street parking space requirements. This element of the overall proposal includes no parking for guests but does provide spaces for the electric vehicles/buggies. It is however considered that there is sufficient off-street parking at the other parts of the wider site to support this proposal given guests would already be staying on site and parked elsewhere if they have not used the available shuttle service and staff would be parked at the staff car park part of the site.

2.8.8 Concerns raised by third parties regarding road safety and impacts on the road network as a whole have been noted and considered and are not considered to be significant to merit a refusal for the following reasons outlined in this section of the report.

2.8.9 In this instance the proposal is considered acceptable as it would not raise any road safety issues provided the recommended visibility splay and off-street parking conditions are included in the related application decision notices. Further to that, the existing road network infrastructure is deemed more than sufficient to accommodate the periodic vehicle movements/numbers proposed; the proposed access arrangements are deemed acceptable; turning areas and off-street parking provision as well as charging points would meet accepted standards. Further to that a suitable green Travel Plan is proposed which would actively encourage staff to use the proposed shuttle transport arrangements as well as promoting car sharing/use of alternative non-motorised modes of transport and this would be monitored and reviewed. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.9 Flooding and Drainage / Water Quality**

2.9.1 NPF4 Policy 18 (Infrastructure First) Part (b) advises that impacts of development proposals on infrastructure should be mitigated and as such proposals will only be supported where it can be demonstrated that provision is made to address the impacts on infrastructure. NPF4 Policy 22 (Flood Risk and Water Management) advises that development proposals at risk of flooding or in a flood risk area will only be supported if they are for amongst other criteria listed deemed essential infrastructure where the location is required for operational reasons. Further to these, Policy 22 Part (c) advises that development proposals will - (i) not increase the risk of surface water flooding to others, or itself be at risk. (ii) manage all rain and surface water through sustainable urban drainage systems (SUDS), which should form part of and integrate with proposed and existing blue-green infrastructure. All proposals should presume no surface water connection to the combined sewer; (iii) seek to minimise the area of impermeable surface. Policy 22 Part (d) advises that development proposals will also be supported if they can be connected to the public water mains.

2.9.2 The Scottish Government Planning Advice Note on Flood Risk and PAN 61 and PAN 79 provide further advice and guidance on water, drainage and flooding issues. Further guidance is provided by the Scottish Government through Delivering Sustainable Flood Risk Management and Surface Water Management Planning Guidance. These documents provide guidance on the application of the Flood Risk Management (Scotland) Act 2009 which places a duty on local authorities to calculate and mitigate flood risk.

2.9.3 FIFEplan Policy 1 (Part B (8) and Part C (5)) and Policy 3 (Infrastructure and Services) of FIFEplan advise that development must be designed and implemented in a manner that ensures it delivers the required level of infrastructure and functions in a sustainable manner. Such infrastructure and services in this instance include foul and surface water drainage including Sustainable Drainage Systems (SuDS). Policy 3 also advises that in terms of foul water drainage development will be required to show how it links to the drainage system to the acceptance of the relevant service provider or provides an appropriate private system which must also prevent any flooding or pollution and be adequately maintained. In terms of surface water drainage, proposals must demonstrate that the development can accommodate the requirements of any drainage strategies, have sufficient space to accommodate the sustainable drainage within the site, and include an appropriately designed system.

2.9.4 Policy 12 (Flooding and the Water Environment) of FIFEplan advise that proposals will only be supported where they can demonstrate amongst others that they will not, individually or cumulatively increase flooding or flood risk from all sources (including surface water drainage measures) on the site or elsewhere; nor would it detrimentally impact on ecological quality of the water environment. To ascertain the impact on flooding, developers may be required to provide a flood risk assessment addressing potential sources of flooding and the impact on people, properties, or infrastructure at risk. In this instance the site is not recorded as being at or likely to cause a flood risk locally.

2.9.5 Fife Council's guidance 'Note on Flooding and Drainage Issues in Relation to Planning and Development' provides further local advice on these issues as well as providing guidance to avoid creating new issues on development sites.

2.9.6 The applicants have submitted a Flood Risk Assessment (FRA) as well as a Surface Water Management Plan (SWMP). In summary, the FRA notes that the proposed Half Way House is located out with the limits of flooding on SEPA maps and are not located close to a watercourse. Some localised surface water flooding was noted in the vicinity of the farm steading and can be dealt with through a SWMP scheme.

2.9.7 In assessing this proposal Scottish Water were consulted and officers advised that they had no objections. Officers advised that there is sufficient capacity at the Lomond Hills Water Treatment Works to service this development. Officers also advised that private water treatment options should be explored by the developer and surface water should be dealt with by the operator as Scottish Water will not accept surface water connections into the combined sewer system unless by exception.

2.9.8 The Scottish Environment Protection Agency (SEPA) were also consulted on the overall Masterplan application (24/01711/FULL) and advised that they had no objections to the proposal on the grounds of flood risk or Flood Risk Assessment submitted. Officers noted that SuDS would be used thus reducing water collection on nearby drains/field drains; the maintenance facilities (closest to a nearby small watercourse) would be built with sufficient finished floor and ground levels not to cause or be affected by flooding; the other built elements including the clubhouse and accommodation etc. are proposed in elevated locations and are sufficiently horizontally and vertically separated from small watercourses.

2.9.9 Fife Council's Flooding, Shoreline & Harbours officers have no objections in terms of flooding matters and earlier concerns regarding the Surface Water Management aspects of the proposal related to the need for some additional clarity on some technical aspects relating to discharge and confirmation regarding the use of permeable/impermeable surfaces. Additional details were submitted by the applicants agent to the satisfaction of officers who have now confirmed the proposal would meet the relevant technical and design requirements in this regard.

2.9.10 In this instance the proposal is considered acceptable as it would be designed to ensure it was not at risk from flooding and it itself would not cause flooding elsewhere. Suitable drainage and water collection arrangements are proposed as is a Surface Water Management scheme for this part of the site. There is also sufficient water provision as well as capacity in terms of water treatment at the closest water treatment works at Lomond Hills. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.10 Contaminated Land and Air Quality**

2.10.1 PAN 33 stresses the need to ensure that land is made suitable for the proposed new use and that this is the responsibility of the Planning Authority. This should be done through a requirement on application to include suitable remediation measures and this can usually be controlled through the imposition of suitable conditions. NPF4 Policy 23 (Health and Safety) does not support proposals that will have a significant adverse impact on health and safety (including aspects such as land and air quality). Adopted FIFEplan Policy 10 (Amenity) advises that development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to air quality as well as contamination and unstable land issues amongst other amenity issues listed. Fife Council's Advice for Developing Brownfield Sites in Fife (2018) also provides advice and guidance relating to the standards and key considerations when developing previously developed sites.

2.10.2 In this instance no part of this smaller site is located within a Coal Authority Consultation zone.

2.10.3 Fife Council's Land and Air Quality (L&AQ) team have advised that they had no comments to make with regards to air quality. In terms of the land condition, officers note that the site was formerly in agricultural use and therefore in conclusion, the L&AQ team recommended that 3 standard conditions be applied, and should Members be mindful to approve the application these recommended conditions have been added to the below recommendations.

2.10.4 In this instance the proposal is considered acceptable provided the 3 recommended standard conditions are included, should Members be minded to approve the application. Overall, the proposal is located on land where a previous land use should be assessed to ensure there are no materials or gases etc likely to have any detrimental effect on human health and appropriate verification (or appropriate remediation measures) be carried out to ensure for the safe development of the site. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.11 Natural Heritage and Trees**

2.11.1 NPF4 Policy 3 (Biodiversity) supports development proposals that will contribute to the enhancement of biodiversity, including where relevant, restoring degraded habitats and building and strengthening nature networks and the connections between them and should also integrate nature-based solutions where possible. Proposals should conserve, restore and enhance biodiversity so that they are in a demonstrably better state than without intervention and this will include future management. Any potential adverse impacts, including cumulative impacts, of development proposals on biodiversity, nature networks and the natural environment will be minimised through careful planning and design and will take into account the need to reverse biodiversity loss, safeguard the ecosystem services that the natural environment provides, and build resilience by enhancing nature networks and maximising their potential for restoration.

2.11.2 NPF4 Policy 4 (Natural Places) advises that Local Development Plans will identify and protect locally, regionally, nationally and internationally important natural assets, on land and along coasts. Development proposals, which by virtue of type, location or scale will have an unacceptable impact on the natural environment, will not be supported; the precautionary principle should be applied if applicable and support for proposals that are likely to have an adverse effect on species protected by legislation will only be supported where it meets the relevant statutory tests. If there is reasonable evidence to suggest that a protected species is present on a site or may be affected by a proposed development, steps must be taken to establish its presence. The level of protection required by legislation must be factored into the planning and design of the development, and potential impacts must be fully considered prior to the determination of any application. PAN 51 and 60 also provide further advice and guidance on environmental protection and natural heritage issues.

2.11.3 FIFEplan Policy 1 Part B criterion 9 aims to protect against the loss of natural resources whilst Policy 13 advises that proposals will only be supported where they protect or enhance natural heritage and access assets including amongst those listed, those that have a landscape, amenity or nature conservation value; would provide enhanced biodiversity in the wider environment; protects any recorded priority habitats and species; protects and enhances the landscape character and views etc. Where adverse impacts on existing assets are unavoidable support will only be given to proposals where these impacts will be satisfactorily mitigated. Development proposals must provide an assessment of the potential impact on the natural heritage, biodiversity, trees and landscape and include proposals for the enhancement of natural heritage and access assets as detailed in Making Fife's Places Supplementary Guidance. Fife Council's Making Fife's Places also advises that proposals should, amongst a range of subject matters, consider ecological and natural heritage impacts from the outset and demonstrate, where appropriate, that appropriate mitigation has been designed in.

2.11.4 In support of this proposal, the applicants have carried out and submitted an Ecological Impact Assessment and Biodiversity Net Gain Report as part of the assessment of the wider Masterplan site (24/01711/FULL), which noted that this smaller site did not include any protected habitats or trees. The assessments though did note that the farm buildings are used by low numbers of roosting bats and that Barn Owl evidence found indicated a frequent presence and therefore both will require licensing and ecological supervision as recommended in the submitted report along with a Species Protection Plan prior to demolition/refurbishment.

2.11.5 In assessing this proposal NatureScot were consulted and advised that the proposal does not affect any nationally important protected area or raise any natural heritage issues of national interest and therefore they had no comments to make. Fife Council's Natural Heritage officer was also consulted and noted the previous approvals, the proposed natural landscaping and raised no objections to this part of the overall wider proposal.

2.11.6 Concerns raised by third parties regarding potential environmental impacts as well as those on the local ecology across the whole site have been noted and considered and are not considered to result in any significant impacts to merit a refusal for the following reasons outlined in this section of the report.



2.11.7 In this instance the proposal is considered acceptable as no species or habitats of note would be directly affected and the natural landscaping proposed would enhance the species range and biodiversity of this small part of the wider site. These works would also help enhance the visual character of the site in this more central location. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.12 Sustainability / Low Carbon**

2.12.1 NPF 4 Policies 1 (Climate and Nature Crises) and 2 (Climate Mitigation and Adaptation) advise that when considering proposals, significant weight to encourage, promote and facilitate development to sustainable locations and those that address the global climate and nature crises through zero carbon and nature positive places will be encouraged. As such proposals will be sited and designed to minimise lifecycle greenhouse gas emissions and adapt to current and future risks for climate change as far as possible. In addition, development proposals to retrofit measures to existing developments that reduce emissions or support adaptation to climate change will be supported.

2.12.2 NPF4 Policy 11 (Energy) also provides support for all forms of renewable, low-carbon and zero emissions technologies provided associated detrimental impacts are addressed (e.g. visual and/or landscape impacts; noise; glare; transport and communication and road safety; ecological/ornithological protections; built and natural assets etc) amongst others listed. NPF4 Policy 12 (Zero Waste) also aims to encourage, promote and facilitate development that is consistent with the waste hierarchy and as such development proposals should seek to reduce, reuse or recycle materials and amongst others reuse existing buildings; reduce/minimise waste; use materials with the lowest forms of embodied emissions such as recycled and natural construction materials. Policy 19 (Heat and Cooling) part (f) advises that development proposals for buildings that will be occupied by people will be supported where they are designed to promote sustainable temperature management, for example by prioritising natural or passive solutions such as siting, orientation, and materials.

2.12.3 Adopted FIFEplan Policy 3 supports sustainable and low or zero carbon generating technologies whilst Policy 11 advises that permission will only be granted for new development where it has demonstrated that the proposal meets the current CO<sub>2</sub> emissions reduction target (as set out in the Scottish Building Standards), and that low and zero carbon generating technologies will contribute at least 15% of these savings from 2016 and at least 20% by 2020. Further to this, construction materials should come from local or sustainable sources; water conservation measures are in place; sustainable urban drainage measures would ensure that there will be no increase in the rate of surface water run-off in peak conditions or detrimental impact on the ecological quality of the water environment; and facilities are provided for the separate collection of dry recyclable waste and food waste. All development should encourage and facilitate the use of sustainable transport appropriate to the development, promoting in the following order of priority - walking, cycling, public transport, cars.

2.12.4 Approved Low Carbon Fife Supplementary Guidance (SG) (2019) reaffirms Scottish Government's commitment to largely decarbonise our energy system by 2050 through managing demand and maintaining and developing secure supplies of energy. The supplementary guidance also considers that, in order to meet the requirements of Adopted FIFEplan Policy 11 regarding CO<sub>2</sub> emissions and reduction targets, major applications will be required to provide an Energy Statement of Intention which sets out how the proposal will meet the requirements of Policy 11. Appendix B of the guidance provides a sustainable development checklist which should be completed and submitted with detailed applications.

2.12.5 As part of the application the applicants submitted their Low Carbon Sustainability Checklist details as well as an Energy and Sustainability Statement, both of which outline the sustainability of the proposed development including the proposed use of low carbon technologies etc. The supporting information provided advises that the design and construction techniques (such as using locally sourced sustainable building materials and building designs using a fabric first approach focusing on low-U values and air tight fabric etc) used in the wider

site and operational activities etc would meet and exceed Building Standards requirements and CIBSE (Chartered Institution of Building Service Engineers) Standards across the whole proposal and will where possible given this is a sensitive conversion also use low and zero carbon generating technologies where possible. Across the whole site photovoltaic panels; natural ventilation; high efficiency heating; heat recovery units; water saving appliances and water management; and SuDS etc will be used and can support other parts of the operation where these technologies cannot be fully retrofitted. In terms of waste, a Site Waste Management Plan would be produced which would be implemented to minimise on-site waste for both the construction stages as well as later operational ones and therefore would proactively reduce the volume going to general landfill. Waste is planned to be sorted and recycled where possible on site. Electric Vehicle charging points are also proposed as is a wider green Travel Plan where active promotion of public transport, especially for local staff would be employed. Sustainable issues such as renewable energy generation, low carbon reduction, reuse of natural resources (such as water harvesting/SuDS/ drainage and appropriate surface water collection systems), waste management arrangements, pollution prevention, efficient heating and cooling systems etc across the whole wider site were also considered in the applicant's submitted Design & Access Statement, which also aims to ensure climate change resilience has been designed into the proposal and forms a key aspect in help shape the proposed future operation stages of the development.

2.12.6 In this instance the proposal is considered acceptable as it would be designed to ensure it and the operations carried out within would be sustainable with Low Carbon credentials where possible. The facilities on this part of the site would also help achieve this by separating materials/waste etc to then be processed at the related Maintenance/Hub of House facility; would use design and construction techniques to ensure the buildings are appropriately heated / insulated / ventilated and would use a suite of appropriate Low Carbon / Sustainable technologies to help reduce waste and energy consumption etc. whilst meeting and exceeding the above required national and Building Standards targets. Given the above it is considered that the proposal as part of a wider proposed low carbon/sustainable designed and operated proposal would, if approved by Members, meet the required national and local policies and guidance and targets set nationally in this regard.

### 3.0 Consultation Summary

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Cameron Community Council

Course accepted and generally welcomed but greenbelt needs protected and therefore an approval for a self-contained resort should be on basis no further development occurs on site thereafter. Welcome changes made since original submission to reduce visual impact and better reflect scale, appearance and character of local buildings etc but may not allay all local concerns. Reduction in areas of hard surfaces would be welcomed; jobs likely to be low grade and seasonal; would be a private club offering little for local community; travel plan noted; rejoining paths would be welcome; uses within agronomy/sui generis uses should be clarified in any

Scottish Water

permission; footway link from Cairnsmill Caravan Park to site frontage on A915 would be good; temporary lights and culvert repair at Priorletham/Rainbow Cottage should be resolved; as Craigtoun Country Park and Dutch Village can be seen from development could expertise of developer also assist in village restoration; road safety/vehicle numbers/road condition needs considered; essential that there is no impact on falling local water supply.

No objections. Sufficient capacity at Lomond Hills Water Treatment Works to service development. Private treatment options should be explored by developer and surface water should be dealt with by operator as SW will not except surface water connections into the combined sewer system.

NatureScot

No comments

Scottish Power

No objections but any changes to the existing 33KV HV and LV overhead lines should be discussed and amendments made at the developer's expense.

SportScotland

No comments.

RSPB

No response.

Mining Remediation Authority (formerly Coal Authority)

No comments as outwith recorded Low/High Risk consultation zones.

Scottish Environment Protection Agency

No objections to wider Masterplan site.

St Andrews Community Council

Object – contrary to Local Plan; contrary to greenbelt policies / protections; detrimental to environment/ecology/biodiversity; road safety; adverse light and noise pollution especially for residents locally; no economic benefits for town; overdevelopment; inappropriate development for St Andrews; no access proposed/Right to Roam; reaching saturation point for number of courses locally; impact on local population and transport network.

Natural Heritage, Planning Services	Bat and Barn Owl evidence noted and appropriate licencing, ecological supervision and Species Protection Plans will be required.
Trees, Planning Services	No comments as no trees on this part of the site.
Scottish Wildlife Trust	No response.
TDM, Planning Services	No objections - Conditional Approval
Land And Air Quality, Protective Services	No comments regarding Air Quality and recommend conditional approval in relation to Land Quality matters should unexpected materials etc be discovered. Asbestos should be disposed of as per guidelines and in consultation with SEPA and HSE.
Structural Services - Flooding, Shoreline and Harbours	No objections
Parks Development and Countryside	No response.

## 4.0 Representation Summary

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4.1 17 letters of representation have been received in relation to this application objecting to the proposal including 2 from Cameron Community Council (the second received in relation to the amended wider Masterplan application 24/01711/FULL) and one from the Royal Burgh of St Andrews Community Council. Of the remaining 14 letters these came from 12 authors. The key issues raised have been considered and raise the following points.

### 4.2 Material Planning Considerations

#### 4.2.1 Objection Comments:

<b>Issue</b>	<b>Addressed in Paragraph</b>
a. Impact on St Andrews Greenbelt	2.5
b. Impact on landscape.	2.4 and 2.6
c. Impact on ecology and environment.	2.11
d. Scale, design and overdevelopment.	2.4
e. Wider local communities will not benefit.	2.3
f. Impact on local services/infrastructure (e.g. water/roads).	2.8 and 2.9
g. Road safety/vehicle numbers.	2.8
h. Residential amenity impacts – Noise/Light Pollution/Privacy/Glare from glazing.	2.7
i. Environmental Impacts.	2.4, 2.6, 2.11
j. No economic benefits for residents of town.	2.3
k. Impact on habitats and protected species.	2.11

#### 4.2.2 Support Comments

None

#### 4.2.3 Other Concerns Expressed

##### Issue

a. Mostly minimum wage and seasonal jobs.

##### Comment

Proposal if approved would cover a broad range of employment levels and employment development opportunities, which are determined as part of an operational business model out with the control of the planning system.

b. Helicopter trips likely.

A Helipad does not form part of this proposal. Any helicopter trips proposed would require the permission of the Civil Aviation Authority not the Planning Authority.

c. St Andrews already has sufficient number of courses.

Not materially relevant as subjective matter.

d. Development for rich.

Not materially relevant as to the likely status of members/guests.

e. Where would seasonal workers stay if providing accommodation locally.

Not materially relevant to the determination of this application as that would be provided via a separate arrangement between potential staff and operator should planning permission be granted.

f. Derelict (listed) farmhouse should not be allowed to deteriorate further.

New applicants have been in regular contact with FC to ensure heritage asset is protected and protective/stabilising arrangements will be carried out on site to protect further.

g. Irrigation pond could cause flooding.

Noted and operator would manage levels on a daily basis.

h. Boundary treatments should be retained and new ones of high quality.

Traditional boundaries being retained and new ones are of a traditional style/finish.

i. Fees unlikely to be affordable to locals.

The cost to play is not material as it would be set independently from the planning system.

j. Impact on Right to Roam.

Right to Roam is not a material planning consideration given it is

**Issue****Comment**

covered by legislation separate to that of planning (i.e. the Land Reform (Scotland) Act 2003. The applicant's agent though has advised that while the Right to Roam would apply, there would be no direct routes through the site (given the extent of the golf play), reflecting the current position. Access to the site would only be available via the main entrance and gatehouse. Members of the public who access the site via the gatehouse, will be directed to the nearest public pathways around the perimeter of the site.

k. Should revert back to clubhouse being more central and smaller scale development overall.

Noted and not material to the consideration of this application as proposal has been submitted by new applicants who propose a different operational strategy etc.

l. May struggle to get local workers.

Noted and not material to the determination of this application as recruiting matters operate independently from the planning system. Applicants have intimated that preference would be local people.

## 5.0 Conclusions

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The proposal is considered acceptable in meeting the terms of the Local Development Plan, National Guidelines, Supplementary Planning Guidance and relevant Council Planning Customer Guidelines. The proposal is also considered acceptable as it would form a key ancillary part of an already approved golf course of which a rural / countryside location has been justified. The proposal would also be a compatible land use with its surrounds and would provide economic and employment opportunities locally. In terms of the proposed design and layout, it is considered that this small-scale ancillary proposal would be well designed and externally finished to respect the site and wider landscape and visual character of the area. In terms of visual impacts on the surrounding rural environment, the proposal would be viewed from limited or intermittent locations and mostly well screened by existing topographical features, intervening buildings and natural landscaping (existing and proposed) all of which would result in a proposal which respects its surrounds. The proposal, in conjunction with appropriate construction and operational management procedures in place, would protect residential amenity and ensure the wider environment is protected. The proposal would also, with the inclusion of appropriate environment and species/habitat/landscaping and management plans, ensure that the proposal fully respects its surrounds as well as protecting and enhancing the adjacent natural habitats and species/ornithological populations that are important to this area of Fife. Although the proposal would result in an increase in vehicle movements, these changes are not considered to be significant enough to merit a refusal provided a Travel Plan is implemented. Indeed, the road infrastructure is deemed acceptable and there is considered to be spare capacity for these additional movements not to compromise road safety. The submitted letters of representation have been received, their contents noted and considered

earlier in the report. The application is therefore recommended for approval subject to the following.

## 6.0 Recommendation

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It is accordingly recommended that the application be approved subject to the following conditions and reasons:

### **PRE-COMMENCEMENT CONDITIONS:**

3. PRIOR TO THE COMMENCEMENT OF DEVELOPMENT (EXCLUDING THE GOLF COURSE), details and samples of the specification and colour of the proposed external finishes shall be submitted for approval in writing by this Planning Authority.

Reason: In the interests of visual amenity; to ensure that the proposed development does not detract from the rural character and appearance of the area within which the site is located.

4. PRIOR TO THE COMMENCEMENT OF DEVELOPMENT (EXCLUDING THE GOLF COURSE), a fixed datum point shall be established and a plan indicating the exact location and value of this datum point shall submit to this Planning Authority for its prior written approval. The finished floor level(s) of the development relative to the fixed datum shall also be indicated on this plan. This agreed datum point shall be used for future reference as the development proceeds. This Planning Authority shall be notified at the stages listed below in order to obtain their written approval that works are proceeding in accordance with details approved as part of the planning permission:-

- a) Immediately prior to the completion of the ground floor, finished floor level.
- b) When the roof trusses have been erected but before roof covering takes place.

Reason: To enable this Planning Authority to establish that the development is commencing from the correct level based on an agreed fixed datum point; and,

- (a) In order to ensure that site works are progressing in accordance with the stamped approved plan.
- (b) In order to ensure that the floor levels conform to the stamped approved plan illustrating floor levels.
- (c) In order to ensure that the height of the roof conforms to the stamped approved plan.

5. PRIOR TO THE COMMENCEMENT OF DEVELOPMENT, details of a proposed Scheme of Works shall be submitted to and agreed by Fife Council as Planning Authority. For the avoidance of doubt the Scheme of Works shall be designed to mitigate the effects on sensitive properties (i.e. residential dwellings) of dust, noise and vibration from the proposed development. The use of British Standard BS5228 Part 1 (1997) Noise and Vibration Control on Construction Open Sites should be consulted. The developer should employ best practice measures defined under the Control of Pollution Act 1974 to minimise noise and vibration arising from operations, and all plant and machinery in use shall be properly silenced and maintained in accordance with manufacturing instruction.

Reason: In the interests of safeguarding the amenity of adjoining and nearby residents.

9. PRIOR TO THE COMMENCEMENT OF DEVELOPMENT, a Construction Environmental Management Plan (CEMP) including Species Protection Plans and Monitoring Plan (as per the recommendation of the Ecological Impact Assessment and Biodiversity Net Gain Report (produced by Direct Ecology dated 12<sup>th</sup> November 2024 Version 3)) shall be submitted for the written approval of Fife Council as Planning Authority, and all work on site shall be carried out in accordance with the approved CEMP. For the avoidance of doubt the ecological, ornithological and nature conservation mitigation measures included in the submitted Ecological Impact Assessment and Biodiversity Net Gain Report shall also be included in the CEMP.

Reason: In the interests of protecting the natural heritage, to minimise the environmental impact of construction and operational activities resulting from the proposed development.

## **CONDITIONS:**

1. The development to which this permission relates must be commenced no later than 3 years from the date of this permission.

Reason: In order to comply with the provisions of Section 58 of the Town and Country Planning (Scotland) Act 1997, as amended by Section 32 of The Planning (Scotland) Act 2019.

2. Unless otherwise approved in writing by Fife Council as Planning Authority, the normal working hours for site regrading/earthworks and construction activities within the site shall be restricted to Monday to Friday between 8.00 am to 8.00pm, 9.00am to 4.00 pm on a Saturday and at no time on a Sunday or Scottish Public Holiday unless agreed in writing in advance with this Planning Authority. No commercial vehicles associated with the restoration or construction work shall enter or leave the site before 8.00am and after 6.00pm Monday to Friday; before 8.00am and after 1.00pm on a Saturday and at any time on a Sunday. Out with these hours, development at the site shall be limited to maintenance, emergency works, irrigation installation, dust suppression and the testing of plant and equipment, or construction work that is not audible from any noise sensitive property out with the site.

Reason: In the interests of protecting residential amenity, and to minimise noise distribution, to protect the amenity of nearby residents.

6. At the request of Fife Council as Planning Authority and following a complaint relating to noise from the construction or general operations as a whole, the operator of the development shall, at its expense, employ an independent consultant approved by the Planning Authority to measure and assess the level of noise emissions from the operations following the procedures described in the Fife Council Public Protection Team Guidance Notes and relevant national and local standards.

Reason: In the interests of residential amenity; to minimise noise disturbance that may affect the amenity of nearby residents.

7. PRIOR TO THE IMPLEMENTATION OF LANDSCAPING, a scheme of landscaping shall be submitted to and approved in writing by this Planning Authority. The landscaping scheme shall include/ provide for:-

- (a) The phasing, timing of phasing, siting, numbers, species and heights (at time of planting) of all trees, shrubs and hedges to be planted, and the extent and profile of any areas of earth mounding;
- (b) That the landscaping scheme as approved shall be implemented within the first planting season following each agreed planting phase;
- (c) All planting carried out on site being maintained by the developer to the satisfaction of this Planning Authority for a period of 5-years from the date of planting at that phase. Within that period any plants, which are dead, damaged, missing diseased or fail to establish shall be replaced annually;
- (d) Details of the future management and aftercare of the proposed landscaping and planting.

Thereafter the scheme as approved shall be implemented within the first planting season following the completion of the course works and building works. For the avoidance of doubt only species native to Fife shall be used as part of the landscaping scheme.

Reason: In the interests of visual amenity; to ensure a satisfactory standard of local environmental quality; to ensure effective landscape management; and to ensure that adequate measures are put in place to protect the landscaping and planting in the long term.



8. PRIOR TO ANY BUILDING WORKS COMMENCING ON SITE, details of the mitigation measures recommended in the Ecological Impact Assessment and Biodiversity Net Gain Report (produced by Direct Ecology dated 12<sup>th</sup> November 2024 Version 3) shall be submitted for the prior approval of this Planning Authority and thereafter the agreed measures shall be carried out on site and retained as such for the duration of the development unless otherwise agreed in writing with Fife Council as Planning Authority.

Reason: In the interests of protecting and enhancing the natural heritage assets/biodiversity and wider ecology of the area.

10. PRIOR TO THE ERECTION/INSTALLATION OF ANY EXTERNAL LIGHTING, details of the proposed external lighting (including the proposed light spillage zones) shall be submitted to and approved in writing by this Planning Authority.

Reason: In the interests of residential and visual amenity and ecological protection; to ensure that the proposed development does not detract from the character and appearance of the area, protects the amenity of adjacent residents, and ensures the habitat of protected species is not detrimentally affected.

11. IN THE EVENT THAT CONTAMINATION NOT PREVIOUSLY IDENTIFIED by the developer prior to the grant of this planning permission is encountered during the development, all development works on site (save for site investigation works) shall cease immediately and the planning authority shall be notified in writing within 2 working days.

Unless otherwise agreed in writing with the local planning authority, development work on site shall not recommence until either (a) a Remedial Action Statement has been submitted by the developer to and approved in writing by the planning authority or (b) the planning authority has confirmed in writing that remedial measures are not required. The Remedial Action Statement shall include a timetable for the implementation and completion of the approved remedial measures. Thereafter remedial action at the site shall be completed in accordance with the approved Remedial Action Statement. Following completion of any measures identified in the approved Remedial Action Statement, a Verification Report shall be submitted to the local planning authority. Unless otherwise agreed in writing with the planning authority, no part of the site shall be brought into use until such time as the remedial measures for the whole site have been completed in accordance with the approved Remedial Action Statement and a Verification Report in respect of those remedial measures has been submitted by the developer to and approved in writing by the local planning authority.

Reason: To ensure all contamination within the site is dealt with.

12. PRIOR TO ANY CONSTRUCTION COMMENCING ON SITE, a Construction Traffic Management Plan outlining details of the construction phases of the development shall be submitted for the prior written approval of Fife Council as Planning Authority. Following approval, the Construction Traffic Management Plan shall thereafter be implemented in full during the construction phases. For the avoidance of doubt the Construction Traffic Management Plan shall also include details of the location of any site compound, parking for labour and construction traffic and details of any impacts on the road and footway network in terms of closures/disruptions, the times, types and amount of vehicular movements etc. The development would require to proceed in accordance with the terms of the approved Construction Traffic Management Plan.

Reason: In the interests of road safety; to ensure that the transportation effect of the construction of the development is planned and does not unduly disrupt vehicle access and movements immediately adjacent to the site and the surrounding road network.

13. Provision shall be made to intercept any surface water before it enters the public road running alongside the site; the details of which shall be submitted for the prior written approval of this Planning Authority. The agreed provision shall thereafter be installed and maintained prior to the commencement of site works and for the complete duration of the operation.

Reason: In the interests of road safety; to eliminate the discharge of surface water from the site to the adjoining public road.

14. PRIOR TO THE OPERATIONAL OPENING OF THE DEVELOPMENT, there shall be provided within the curtilage of the site a turning area for vehicles suitable for use by the largest size of vehicle expected to visit or be used by occupants of the premises to allow a vehicle to enter and exit the driveway in a forward gear. The turning area shall be formed outwith the parking areas and shall be retained throughout the lifetime of the development. The proposed parking bays and aisle width will require to be of appropriate dimensions to allow for both the off street parking and turning manoeuvres to take place.

Reason: In the interests of road safety; to ensure that all vehicles taking access to and egress from the site can do so in a forward gear.

## **7.0 Background Papers**

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In addition to the application the following documents, guidance notes and policy documents form the background papers to this report.

[National Planning Framework 4 \(2023\)](#)

[FIFEplan Local Development Plan \(2017\)](#)

[Planning Guidance](#)

Report prepared by Chris Smith (Lead Officer – Chartered Planner) and case officer 17/01/2025

Report reviewed and agreed by Alastair Hamilton, Service Manager(Committee Lead) 3/2/25.

Committee Date: 12 February 2025

Agenda Item No. 9

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**Application for Listed Building Consent**

**Ref: 24/01719/LBC**

**Site Address:** Feddinch Mains Feddinch St Andrews

**Proposal:** Listed building consent for internal and external works to reconfigure layout including replacement roofing and windows, installation of rooflights and chimney and wall cladding, formation of new windows and doors, erection of extensions and canopy features and associated down takings and part demolition

**Applicant:** A&M Fife Limited, C/o Shepherd & Wedderburn LLP 9 Haymarket Square

**Date Registered:** 21 August 2024

**Case Officer:** Chris Smith

**Wards Affected:** W5R19: East Neuk And Landward

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### **Reasons for Referral to Committee**

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This application requires to be considered by the Committee because the application forms part of a Major Development in terms of the Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009; is associated with another form of consent for consideration by the Committee and it is expedient for both applications to be considered by Committee to afford the same route of appeal following determination; and as the application relates to a development at Feddinch Golf Course it requires a committee decision as agreed under previously approved Committee Action Points/Standing Orders covering the North East Fife area.

### **Summary Recommendation**

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The application is recommended for: Conditional Approval

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## **1.0 Background**

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Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017).

National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan.

The SESplan and TAYplan Strategic Development Plans and any supplementary guidance issued in connection with them cease to have effect and no longer form part of the Development Plan. In the context of the material considerations relevant to this application there are no areas of conflict between the overarching policy provisions of the now adopted NPF4 and the adopted FIFEplan LDP 2017.

1.1.1 The proposed site area is approximately 0.87 hectares in size (and forms a central part of the larger 97ha site) and is located in the countryside near Feddinch Mains to the southwest of the town of St Andrews; as defined in the Adopted FIFEplan – Fife Local Development Plan (2017). The site is located between the A915 public road (Largoward to St Andrews to the east of the site) and Mount Melville/Craigtoun Park to the west; and to the south of Cairnsmill Caravan site. The topography of this part of the wider site ranges from 90-95 metres Above Ordnance Datum (AOD). The site was originally agricultural in nature including the 'B' Listed Feddinch Mains Farmhouse and adjacent steading, but work started in terms of forming a previously approved golf course around the house and steading buildings. Surrounding land uses are predominantly agricultural in nature with isolated residential properties and some leisure activity sites.

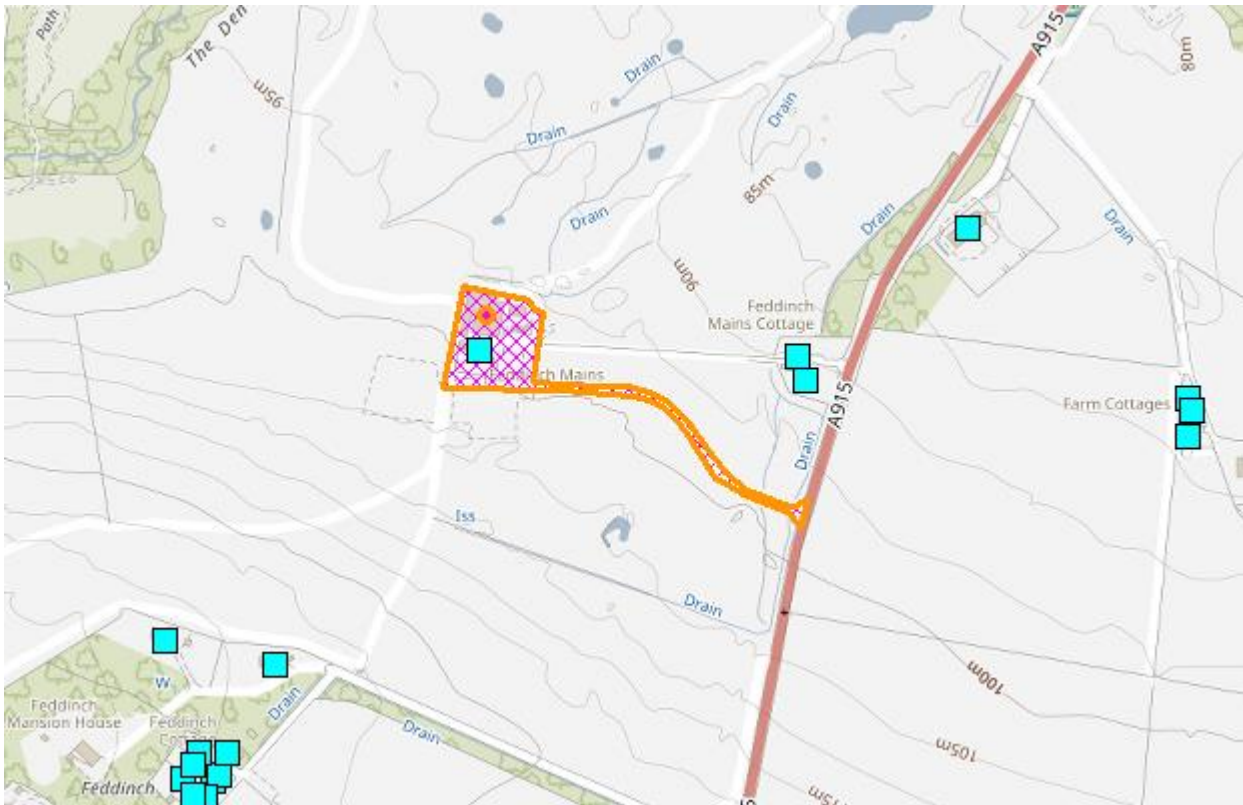
1.1.2 The site is not within a protected area for European/national natural heritage or covered by any nationally important landscape area and is located near to the Dukes Golf Course and Lumbo Den Local Wildlife/Local Nature Conservation Sites. The site is also outwith any identified 'sensitive' area; as defined in Regulation 2(i) of the 2017 EIA Regulations. In terms of landscape area(s) the site is located within the NatureScot (previously Scottish Natural Heritage) defined 'Lowland Hills & Valleys' landscape character type, which is not noted as a nationally important type but is locally and the site forms part of the contribution to the wider (FIFEplan defined) 'St Andrews Greenbelt'. The site also lies close to the 'Craigtoun Local Landscape Area' (to the north west) and the Historic Environment Scotland designated 'Craigtoun Garden and Designed Landscape' (west of the site). The site contains no trees and part of the wider site is noted as being part of the wider 'Dukes Golf Course Green and Blue Network and Ecosystem' asset (GNA00406).

1.1.3 Adjacent land uses include residential properties of which the closest are Feddinch Mains Cottages (250 metres to the east) and the properties within the grounds of Feddinch Mansion House (350 metres due south). The majority of the Feddinch properties have mature trees on their outer boundaries although some have cleared sections to take advantage of more distant views. In terms of the closest non-residential uses (the leisure/tourism elements) Cairnsmill Caravan site is located approximately 940 meters from the proposed Half-Way House facility (north-north-east corner of the wider site).

1.1.4 In terms of protected built heritage interests, the 2-storey natural stone wall and pitched natural slate roofed Feddinch Mains Farmhouse ('B' Listed) is located central to this smaller site. Whilst not referred to in the Historic Environment Scotland Statutory Description for this listing, the farmhouse has a traditional agricultural steading (natural stone walls, natural slate pitched and hipped roofs) onto which later steading annex wings were added (constructed of red brick walls and corrugated roofs) within its curtilage so it plays an important part of the listed farmhouse building itself as well as its setting. Other modern detached ancillary features such as grain silos etc were also noted but do not form part of the listing. Other built heritage assets outwith the site include the 'C' listed Feddinch Mains Cottages (to the east) whilst the 'C' listed

Craigtoun Park Walled Garden, 'B' Listed Lodge Park Cottage, 'C' Listed Craigtoun Dutch Village are also located nearby to the west/north-west and further afield lie the 'B' listed Mount Melville and Craigtoun House built heritage assets. Feddinch Mansion House to the south-south-west is also 'C' listed and is located fairly centrally within the existing wooded cluster surrounding that residential development. The listed built heritage assets within the site are proposed to be retained, renovated and reused as a central aspect of the golf course facility (and would include the farmhouse and adjacent steading). The site has no recorded Core Paths or other access routes through it or immediately adjacent and it lies outwith any Coal Authority defined consultation area. The site also lies outwith SEPA's fluvial flood risk zone and there is no localised flooding recorded on or near this part of the site.

### 1.1.5 LOCATION PLAN



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## 1.2 The Proposed Development

1.2.1 The proposal seeks Listed Building Consent for internal and external works to reconfigure layout including replacement roofing and windows, installation of rooflights and chimney and wall cladding, formation of new windows and doors, erection of extensions and canopy features and associated down takings and part demolition. The works are proposed as part of a related proposal to change the use/conversion of an existing farmhouse/steading to form a mixed-use events space as well as for refreshments etc as part of a larger golf course and leisure proposal, which is covered in a related proposed planning application 24/01711/FULL.

1.2.2 Key elements of this part of the overall proposal include the conversion/renovation/partial rebuild of a traditional 'B' listed farmhouse (measuring approximately 14 metres long by 8m wide to 9.5m at roof ridge level) which would also include the renovated side extension (measuring approximately 9.5m long by 5m by m high) of which both would be linked to the proposed steading (bothy element) via a single storey glazed link itself measuring approximately 3 metres high. The converted traditional single storey bothy/steading element (measuring approximately 37 metres by 18m wide by between 6 and 6.2m to highest roof ridge level) would provide bar/kitchen and seating for consuming refreshments. Other facilities

proposed include office/admin, stores, welfare facilities and events space area(s) both internally as well as within the external courtyard area. The steading would be linked to a 30 metres by 20m courtyard area with stand-alone single storey store building measuring approximately 17m x 5m by 4m high). The external finishes consist of typically reused and new natural stone walls, natural slate roof with some elements in timber, glazed rooflights; traditional and modern glazing; zinc and black galvanised steel. A glazed canopy lean too would provide golf cart cover. This facility within the larger golf course/leisure proposal has been referred to as the 'Half Way House' as it would provide refreshments for users and guests of the facility at the main golf course half-way point. The proposal would also provide additional events space separate from the main clubhouse building.

1.2.3 In terms of works and external finishes, the proposal would see the removal of later steading extensions and farmhouse ancillary outbuildings; the down taking of some unstable parts of the steading and farmhouse for restoration and reuse where possible; underpinning of remaining stonewalls; other structural works (including tie rods etc); removal of the farmhouse and steading roofs; removal and replacement of the internal fabric of the farmhouse. Windows and doors would be restored where possible or new heritage replacements installed. The farmhouse roof would be replaced and covered in natural slate, chimney stack repaired and reinstated; new appropriate rainwater goods installed throughout; and walls repaired and re-pointed etc. In terms of the steading roof, this would be replaced and raised with new slim horizontal glazing included at wallhead level to allow more internal natural daylighting as well as improving the internal floor to ceiling/roof heights. Internal partitions would be formed within the proposed conversion of the steading. The outdoor courtyard area would be formed within the footprint of the later steading wings which would retain some of the outer walls as the courtyard boundary. New rooflights and the glazing of some of the larger openings within the retained steading as well as the installation of an external canopy roof would also be included in the steading conversion to provide additional internal natural illumination as well as additional protection from the weather.

### **1.3 Relevant Planning History**

**03/03525/EEIA** - Outline planning application to form private golf course (incorporating ponds and wetlands), erect clubhouse with 40 two-bedroom suites and greenkeeper's store, demolish existing steading, form vehicle access/car parking (resubmission). Granted conditional approval subject to signing of a Legal Agreement by the then Members of the East Area Development Committee on the 30<sup>th</sup> March 2004. Decision notice issued on the 23<sup>rd</sup> December 2004 following conclusion of the Legal Agreement.

**05/00471/EARM** - Reserved matters application for the formation of golf course, ponds and wetlands; greenkeeper's facility; new vehicle access; car parking and landscaping. Granted conditional approval by the then Members of the East Area Development Committee on the 7<sup>th</sup> June 2015 and decision notice issued on the 9<sup>th</sup> June 2005.

**08/03543/FULL** – Reconsideration of Condition 2 to extend time period to 18 months for submission of reserved matters in respect of planning application 03/03525/EEIA – Refused 17<sup>th</sup> February 2011

**10/01522/FULL** - Construction of new access road and parking area – Deemed Permitted Development in August 2010.

**11/04234/SCR** - Request for screening for the erection of a golf clubhouse with spa including the demolition of the farm buildings and the retention and reuse of the farmhouse – EIA Deemed Not Required 4<sup>th</sup> November 2012

**11/06152/FULL** - Erection of new golf clubhouse (incorporating restaurant, 41 accommodation rooms and shop), change of use of and alterations to farmhouse and boundary walls to form associated spa facilities, renewable energy plant, landscaping, car park re-modelling and demolition of the farm steading – Withdrawn 19<sup>th</sup> December 2011

**11/06267/LBC** - Listed building consent for alterations to farmhouse to form associated spa facilities, landscaping and renewable energy plant, and demolition of the farm steading with car park re-modelling – Withdrawn 19<sup>th</sup> December 2011

**11/06378/FULL** - Erection of golf clubhouse (incorporating restaurant, 41 accommodation rooms and shop), demolition of farm steading buildings, landscaping, car park, re-modelling and renewable energy plant. Applicant lodged an appeal to the Directorate of Planning and Environmental Appeals Division (DPEA) (Appeal Reference Number PPA/250/2126) in July 2012 on the basis that the application had not been determined within the statutory time period. The deemed refusal appeal was upheld by the Reporter on the 11<sup>th</sup> February 2013 and conditional approval was granted subject to a revised Legal Agreement.

**In May 2011**, a report was presented to the North East Fife Area Committee confirming that the golf course had planning permission and could proceed. Any additional buildings however would need to be the subject of new applications for detailed planning permission.

**11/06386/FULL** - Change of use, alterations and extension to farmhouse to form spa facilities associated with golf course and clubhouse. Applicant lodged appeal to DPEA on basis of non-determination (Appeal Ref PPA-250-2127) and appeals dismissed on 1<sup>st</sup> October 2012.

**11/06417/LBC** - Listed building consent for alterations and extension to farmhouse to form spa facilities associated with golf course and clubhouse. Applicant lodged appeal to DPEA on basis of non-determination (Appeal Ref LBA-250-2003) and appeals dismissed on 1<sup>st</sup> October 2012.

**13/03706/FULL** - Formation of service yard including plant and machinery enclosure to serve golf course complex. Applicant lodged an appeal to the DPEA (Appeal Reference Number PPA/250/2188) in April 2014 on the basis that the application was a deemed refusal following the non-determination of the application within the statutory time period. As part of the appeal process and in order to defend the appeal itself, a report was put before Members of the North East Planning Committee on the 4<sup>th</sup> June 2014. Committee Members concurred with the officer report and recommendation that the proposal should be granted subject to the inclusion of 4 conditions. The deemed refusal appeal was upheld by the Reporter on the 19<sup>th</sup> September 2014 and conditional approval was granted subject to a minor rewording of the recommended conditions.

**13/03414/FULL** – Erection of golf course maintenance buildings including laundry, material storage, buggy store, and biomass heating plant; formation of car park and access onto A915 and; access route (pipeline) linking maintenance area to golf club building was conditionally approved by Members of the North East Fife Planning Committee on the 10<sup>th</sup> September 2014.

**14/00686/FULL** and **14/00687/LBC** to alter and extend Feddinch Mains Farmhouse for residential were withdrawn on 6<sup>th</sup> June 2014.

**15/02157/OBL** and **15/02648/OBL** to vary the terms of the legal agreements associated with permissions 03/03525/EEIA and 11/03678/FULL to amend lorry movement limits were withdrawn on 17<sup>th</sup> July and 12<sup>th</sup> October 2015, respectively.

**15/02681/OBL** - Modification of Clause 5 of planning obligation 11/06378/FULL – Withdrawn 12<sup>th</sup> October 2015.

**16/00127/FULL** - Renewal of 11/06378/FULL to erect the golf clubhouse etc. Applicant lodged an appeal to the DPEA (Appeal Reference Number PPA/250/2259) in April 2016 on the basis that the application had not been determined within the statutory time period. The deemed refusal appeal was upheld by the Reporter on the 12<sup>th</sup> January 2017 and conditional approval was granted.

**17/02810/FULL** – Formation of service yard including plant and machinery enclosure to serve the golf course complex (renewal of planning permission 13/03706/FULL) was granted conditional approval on 6<sup>th</sup> February 2018.

**24/00253/PAN** - Proposal of Application Notice for proposed golf course and related development including club house, accommodation and associated facilities, access, parking, landscaping and ancillary works – PAN notice arrangements agreed 7<sup>th</sup> February 2024.

**24/00267/SCR** - Screening Opinion for proposed golf course (mostly complete) and related development including club house, accommodation and associated facilities, access, parking, landscaping and ancillary works – EIA Not Required – 22<sup>nd</sup> March 2024.

**24/01711/FULL** - Formation of golf course with driving range, erection of clubhouse, spa and holiday accommodation, gatehouse and agronomy and maintenance buildings (sui generis) including conversion of farmhouse/steading (Class 9) to mixed use events space (Class 11) with access, car parking and ancillary support buildings and associated landscaping, drainage and renewable technology infrastructure. Included on this agenda for Members consideration.

**24/01716/FULL** - Erection of agronomy building (sui generis) including formation of access, car parking and ancillary support buildings with associated landscaping, drainage and renewable technology infrastructure. Included on this agenda for Members consideration.

**24/01717/FULL** - Change of use of farmhouse and steading to mixed use events space (Class 11) including replacement roofing and windows, installation of rooflights, chimney and wall cladding, formation of new windows and doors, erection of extension and canopy features (part demolition). Included on this agenda for Members consideration.

## **1.4 Application Procedures**

1.4.1 Under Section 14(2) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should have special regard to the desirability of preserving a Listed Building or its setting or any features of special architectural or historic interest which it possesses.

1.4.2 The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017). Under Section 59(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should have special regard to the desirability of preserving a Listed Building or its setting or any features of special architectural or historic interest which it possesses.

1.4.3 The proposal has been advertised in The Courier and Advertiser (5<sup>th</sup> September 2024 edition) and the Edinburgh Gazette (3<sup>rd</sup> September 2024 edition) as being a proposal that would affect a Listed Building (including its setting). A Listed Building Consent application Site Notice was also erected on site on the 6<sup>th</sup> September 2024.

1.4.4 Site visits have been undertaken on the 8<sup>th</sup> September 2023 and 16<sup>th</sup> April 2024 with minor follow ups thereafter by Planning Service's Lead Officer (North). Further to these in person visits, collated digital information to allow the full consideration and assessment of the application has also been submitted by the applicant as well as being independently captured by Council officers. The following additional evidence was also used to inform the assessment of this proposal and includes:-

- Fife Council commissioned drone footage (November 2024).
- Google imagery (including Google Street View and Google satellite imagery); and
- GIS mapping software.



## 1.5 Relevant Policies

### **National Planning Framework 4 (2023)**

#### Policy 7: Historic assets and places

To protect and enhance historic environment assets and places, and to enable positive change as a catalyst for the regeneration of places.

#### Policy 9: Brownfield, vacant and derelict land and empty buildings

To encourage, promote and facilitate the reuse of brownfield, vacant and derelict land and empty buildings, and to help reduce the need for greenfield development.

#### Policy 14: Design, quality and place

To encourage, promote and facilitate well designed development that makes successful places by taking a design-led approach and applying the Place Principle.

### **Adopted FIFEplan (2017)**

#### Policy 14: Built and Historic Environment

Outcomes: Better quality places across Fife from new, good quality development and in which environmental assets are maintain, and Fife's built and cultural heritage contributes to the environment enjoyed by residents and visitors.

### **National Guidance and Legislation**

The Town & Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009

Circular 4/1998 The Use of Conditions in Planning Permissions (1998)

Circular 5/2009 Hierarchy of Developments (2009)

Circular 3/2013 Development Management Procedures (2015)

PAN 2/2011 Planning & Archaeology (2011)

Historic Environment Scotland – Policy Statement (2016)

Historic Environment Scotland – Managing Change in the Historic Environment - Use and Adaptation of Listed Buildings (2019)

Creating Places: A Policy Statement on Architecture and Place for Scotland (2013)

Designing Streets: A Policy Statement for Scotland (2010)

### **Supplementary Guidance**

Supplementary Guidance: Making Fife's Places (2018)

-Making Fife's Places Supplementary Guidance sets out Fife Council's expectations for the design of development in Fife.

### **Planning Policy Guidance**

None

### **Planning Customer Guidelines**

None

### **Other Relevant Guidance**

Fife Council Making Fife's Places (2018)

## 2.0 Assessment

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### 2.1 Relevant Matters

The matters to be assessed against the development plan and other material considerations are:

- Design and Layout
- Impact on Listed Building / Setting/Historic Gardens & Designed Landscape / Archaeology

### 2.2 Design and Layout

2.2.1 NPF4 Policy 14 (Design, Quality and Place) supports development where it will be designed to improve the quality of an area whether in urban or rural locations regardless of scale otherwise they will not be supported. Policy 14 and Annex D advises that development proposals shall be supported where they are consistent with, where relevant, the six qualities of successful places such as Healthy, Pleasant, Connected, Distinctive, Sustainable and Adaptable. Conversely this policy (Part (c)) also states that development proposals which are poorly designed will not be supported.

2.2.2 Approved FIFEplan Policy 1 (Part B (7 and 10)); Policy 10 (7); and Policy 14 advise that proposals should safeguard the character and qualities of the built and historic environment and wider landscape (including skylines), proposals should not lead to a significant visual detrimental impact on their surrounds, and new developments must meet the 6 qualities of successful places - distinctive; welcoming; adaptable; resource efficient; safe and pleasant; and, easy to move around and beyond. Further guidance on how these qualities will be interpreted and addressed are provided in Fife Council's Making Fife's Places Supplementary Guidance document. Policy 13 of FIFEplan also reiterates that development proposals will only be supported where they protect or enhance amongst matters listed, the landscape character and views, and that they add to the landscape quality and amenity value. In this instance the site is within the rural and countryside character and greenbelt for St Andrews and views of the site whilst limited should still consider the potential impact on the wider settlement skyline as well as the rural backdrop when viewed from the town itself.

2.2.3 The Scottish Government's document Creating Places: A Policy Statement on Architecture and Place for Scotland (2013) again refers to the 6 qualities of successful places but also sets out the principles for the need for new developments to include sustainability, good architecture, and quality building design. In doing so such developments will assist in conserving and enhancing the built environment, help promote regeneration, and thus add to the communities themselves. The document also advises that new development proposals should reflect a site's setting, the local form of buildings, and use of finishing materials.

2.2.4 Further guidance on the application of these principles to specific proposals is set out in Fife Council's Making Fife's Places Supplementary Guidance. Applicants are encouraged to demonstrate that the proposal has followed a robust design process. Making Fife's Places includes an evaluation framework to guide the assessment of the design process undertaken.

2.2.5 The applicants have submitted a Design and Access statement and carried out a Landscape and Visual Impact Assessment with associated visual photomontages as part of their wider appraisal, which provides details on the rural setting, landscape, visual and design principles employed in reaching the proposed design and layout of this proposal as well as the soft and hard landscaping, rationale for the high quality pallet of materials chosen are all considered. These two documents were lodged as part of the consideration of the wider associated Masterplan application (24/01711/FULL).

2.2.6 In this instance, this small fairly level more centrally located site would be mostly screened by intervening buildings and natural vegetation around the wider site boundaries. In terms of height and massing, the proposal would not be significantly any higher than the tallest

structure already present on this part of the wider site and would remain as a built cluster. In terms of design matters, the proposal is also considered acceptable as it would develop an existing vacant and derelict listed farmhouse and steading whilst retaining the traditional agricultural appearance, would respect that built heritage assets listed, all of which when completed would still visually appear as a farmhouse and associated steading. The external finishes proposed are typical traditional finishes and would complement the existing elements to be retained. Overall, it is considered that this proposal would respect the character of the listed features, the 'agricultural' visual appearance, the wider landscape character as well as the character of the wider Greenbelt. Views of this part of the wider site would be limited and the proposal would not impact on the skyline or setting of the town of St Andrews nor the immediate site area.

2.2.7 With regards to visual effects, the proposal is also considered acceptable as it would see a visual improvement through the restoration of existing traditional agricultural buildings using traditional materials of appropriate textures and colour schemes etc. and would retain the key frontage as well as appropriately dealing with removing less appropriate later extensions and restoring features and ancillary aspects deemed to be noteworthy such as the farmhouse annex. Further to that the proposal would remain fairly low level in terms of height and would retain the isolated cluster appearance typical of the general setting within this part of the landscape character which again the listed building asset would play an important visual part. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## **2.3 Impact on Listed Building / Setting / Historic Gardens & Designed Landscape / Archaeology**

2.3.1 Under Section 14(2) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 sets out that in considering whether to grant listed building consent for any work, the planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

2.3.2 NPF4 Policy 7 (Historic Assets and Places) aims to protect and enhance historic environment assets and places, and to enable positive change as a catalyst for the regeneration of places. Policy 7 Part (a) advises that development proposals with a potentially significant impact on historic assets or places will be accompanied by an assessment which is based on an understanding of the cultural significance of the historic asset and/or place. The assessment should identify the likely visual or physical impact of any proposals for change, including cumulative effects and provide a sound basis for managing the impacts of change.

2.3.3 NPF4 Policy 7 Part (c) advises that development proposals for the reuse, alteration or extension of a listed building will only be supported where they will preserve its character, special architectural or historic interest and setting. Development proposals affecting the setting of a listed building should preserve its character, and its special architectural or historic interest. Policy 7 (m) supports proposals which would sensitively repair, enhance and bring historic buildings, as identified as being at risk locally or on the national Buildings at Risk Register, back into beneficial use, whilst Policy 7 (o) advises on archaeological matters on non-designated sites and dealing with new archaeological discoveries.

2.3.4 The policies of the Development Plan follow on from the guidelines set out in Historic Environment Policy for Scotland (2019) document, which indicates that development that fails to preserve or enhance the character or appearance of the property should normally be refused planning permission. Development that does not harm the building or its setting should be treated as being one, which preserves the areas/buildings character or appearance. Consideration should also be given the Historic Environment Scotland guidance document New Development in Historic Settings (2010). In terms of the demolition aspect Historic Environment Scotland - Managing Change in the Historic Environment - Demolition of Listed Buildings (2019) provides guidance regarding the test to determine if demolition is to be considered acceptable or not. Historic Environment Scotland – Managing Change in the

Historic Environment - Use and Adaptation of Listed Buildings (2019) also supports the sensitive reuse of listed buildings and provides further guidance in that regard within this guide. The principle of the proposal to redevelop the listed farmhouse and associated steading etc are covered in detail in the related application for planning permission (for the wider Masterplan proposal 24/01711/FULL) and this small site partner application 24/01717/FULL, also included on this agenda for Members consideration.

2.3.5 Adopted FIFEplan Policy 1 (Part B (10)); Policy 10 (7); and Policy 14 (Built and Historic Environment) advise that proposals should safeguard the characteristics of the historic environment, proposals should not lead to a significant visual detrimental impact on their surrounds, and new developments must meet the 6 qualities of successful places - distinctive; welcoming; adaptable; resource efficient; safe and pleasant; and, easy to move around and beyond. Development proposals must meet a number of criteria including the avoidance of loss of valuable cultural, tourism and community resources. Further to this, Policy 14 also advises that development, which protects or enhances buildings or other built heritage of special architectural or historic interest, will be supported. Such interests in this instance include listed buildings or their setting (including structures or features of special architectural or historic interest) as well as other notable built heritage sites of historic value. Support will only be given if, allowing for any possible mitigating works, there is no adverse impact on the special architectural or historic merit of the building (statutorily protected or not). Further to this, all archaeological sites and deposits, whether statutorily protected or not, are considered to be of significance. If unforeseen archaeological remains are discovered during the development, the developer is required to notify Fife Council and to undertake the appropriate investigations.

2.3.6 As part of the application submission, the applicants lodged a Heritage Condition Survey Report in respect of the farmhouse and steadings. The report survey assessed these built heritage assets which in turn helped inform the design of this aspect of the overall proposal. The survey also assisted in determining the historical evolution of the steading as well as the structure and fabric condition of the assets. The report concluded that the traditional buildings were in poor condition and are suffering from a long-term lack of maintenance. Repairs to the 'B' Listed farmhouse are required to be carried out using traditional materials and methods and the reuse of good condition materials would be utilised. The underpinning of the existing original walls is proposed along with necessary structural and cosmetic repairs using best conservation methods and materials. New floors, timbers and partitions would use traditional materials; the original fenestration (north elevation) would be restored, and a sympathetic glazed link would be formed to link the farmhouse to the bothy etc. New interior finishes would use traditional materials and designs typical of the farmhouse. Windows and doors would be refurbished where possible and if not then new traditional frames and profiles etc would be used in replacements. Overall, the Heritage Statement concludes that ...*"the proposals will preserve the identified character and special architectural/historic interest and save it from complete collapse and loss. While there will be some loss to the fabric and plan of the interior of the building, that loss is mitigated by the repair of the most important historic elements and provision of a long-term sustainable use for the building."* Further to that, the report also concludes that the proposed development is not anticipated to adversely impact the setting on neighbouring listed buildings or the Craigtoun Garden & Designed Landscape.

2.3.7 In assessing this proposal the Council's Built Heritage officers were consulted and advised that they are supportive of the approach to retain and repair the 'B' Listed farmhouse and related steading but did provide some observations and comments regarding the style of the proposed gatehouse as well as some of the new ancillary elements to the farmhouse and steading conversion. Structural and fabric matters such as some of the rebuild specifications, structural details, the inclusion of the glazed link canopy as well the choice of insulation etc should only be agreed where they do not undermine the listed fabric of the buildings. Built Heritage officers also still have some concerns regarding the relationship some of the new buildings on the wider site would have on the listed building and its setting as well as on the character of the wider surrounding rural landscape beyond the immediate site.

2.3.8 In this instance the proposal is considered acceptable as it would result in the sensitive renovation and restoration of a statutory category 'B' Listed farmhouse with associated steading buildings whilst removing more recent/modern elements and extensions. Further to that the proposal would significantly improve the structural integrity of the buildings and therefore ensure their long-term use and survival and it would retain key facades which add to the heritage character. In addition, the proposal would use best conservation methods during the restoration and renovations as well as traditional materials and colours/textures etc and when completed would still retain an 'agricultural' appearance when viewed from the limited vantage points available. No features of architectural or historic merit would be significantly affected nor lost as a result of this proposal.

2.3.9 In terms of listed building setting, it is considered that this proposal is acceptable and is suitably distant from the Feddinch Cottages not to affect their listed status nor impact on their own respective settings. Further to that the setting of this listed farmhouse is not considered to have been undermined should the other aspects of the wider proposal also be approved. It is also considered that the proposed clubhouse and maintenance facilities proposed as part of the wider development (approximately some 280 metres and 580m distant respectively) would also be suitably distant not to impact on the listed status of the farmhouse nor would they affect the setting of that heritage asset. Further to that, even though the proposed clubhouse building would be located in an elevated position, albeit set into the hillside, it is still considered that it would not significantly affect the listed status nor setting of the listed farmhouse as it would in most instances be viewed as a totally separate entity from the farmhouse and would be set into the existing landscape. Given the above it is considered that the proposal would meet the required national and local policies and guidance in this regard.

## 3.0 Consultation Summary

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Historic Environment Scotland

Proposal does not raise any historic environment issues of national significance and additional information has been provided to demonstrate that internal rot has rendered retention impossible. Proposed reuse of farmhouse and steading is an acceptable solution and opportunities to salvage any materials / building elements should be taken.

Built Heritage, Planning Services

Support repair and retention of 'B' Listed farmhouse. Officers also provided guidance and comments regarding structural and fabric matters. Some concerns raised regarding some new built elements and to ensure they do not undermine the listed fabric etc. Overall officers still have some concerns regarding new elements of overall site and the potential impact on the setting of this listed building as well as the character of the wider

## 4.0 Representation Summary

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No representations have been lodged in respect of this Listed Building Consent application.

## 5.0 Conclusions

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The proposal is considered acceptable in meeting the terms of the Local Development Plan, National Guidelines, Supplementary Planning Guidance and relevant Council Planning Customer Guidelines in that the proposal would form a key ancillary part of an already approved golf course of which a rural / countryside location has been justified and it would ensure the protection, retention and sensitive renovation of a listed built heritage asset and therefore secure its long term future in a sensitive manner. The proposal would also ensure the related traditional ancillary steading aspect remains and is reused; inappropriate later extensions and ancillary features are removed to the enhancement of the listed building and its curtilage setting. In terms of the proposed design, alterations, general layout and use of external finishing materials proposed, these too are considered to be appropriate for this small-scale ancillary element which is centrally located within the larger golf course development which itself would not be an overbearing surrounding feature and use. Overall, the proposal would be well designed and externally finished to respect the architectural and historic qualities that resulted in the farmhouse being listed from the outset as well as respecting its rural setting and contribution to the rural landscape character in which it sits. The application is therefore recommended for approval subject to the following.

## 6.0 Recommendation

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It is accordingly recommended that the application be approved subject to the following conditions and reasons:

### **PRE-COMMENCEMENT CONDITIONS:**

2. PRIOR TO THE COMMENCEMENT OF ANY WORKS ON SITE, the developer shall secure the implementation of a-
  - a) programme of building recording in accordance with;
  - b) a detailed written scheme of investigation which has been submitted by the developer and approved in writing by this Planning Authority.
  - c) Deposit this information within an appropriate archive.

For the avoidance of doubt, the level of recording will be commensurate with an 'Enhanced' Level Survey as recognised by The Association of Local Government Archaeological Officers Scotland (ALGAO Scotland) and as per the ALGAO Buildings Guidance documentation.

Reason: In the interests of preserving the built heritage asset and the records associated for it.

## **CONDITION:**

1. PRIOR TO THE COMMENCEMENT OF ANY CONSTRUCTION WORKS ON THE FARMHOUSE AND RELATED STEADING, details and samples of the specification and colour of the proposed external finishes shall be submitted for approval in writing by this Planning Authority and thereafter the agreed materials shall be installed/applied as approved unless otherwise agreed in writing with this Planning Authority.

Reason: In the interests of visual amenity and built heritage protection; to ensure that the proposed development does not detract from the character and appearance of the 'B' Listed Building and its rural setting within which the site is located.

## **7.0 Background Papers**

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In addition to the application the following documents, guidance notes and policy documents form the background papers to this report.

[National Planning Framework 4 \(2023\)](#)

[FIFEplan Local Development Plan \(2017\)](#)

[Planning Guidance](#)

Report prepared by Chris Smith (Lead Officer – Chartered Planner) and case officer 17/01/2025

Report reviewed and agreed by Alastair Hamilton, Service Manager (Committee Lead) 3/2/25.

Committee Date: 12/02/2025

Agenda Item No. 10

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**Application for Full Planning Permission**

**Ref: 24/01948/FULL**

**Site Address: 201 South Street St Andrews Fife**

**Proposal: Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks**

**Applicant: Fife Council, Fife House North Street**

**Date Registered: 6 August 2024**

**Case Officer: Scott McInroy**

**Wards Affected: W5R18: St. Andrews**

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### **Reasons for Referral to Committee**

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This application requires to be considered by the Committee because the application has attracted six or more separate individual representations which are contrary to the officer's recommendation.

### **Summary Recommendation**

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The application is recommended for: Conditional Approval

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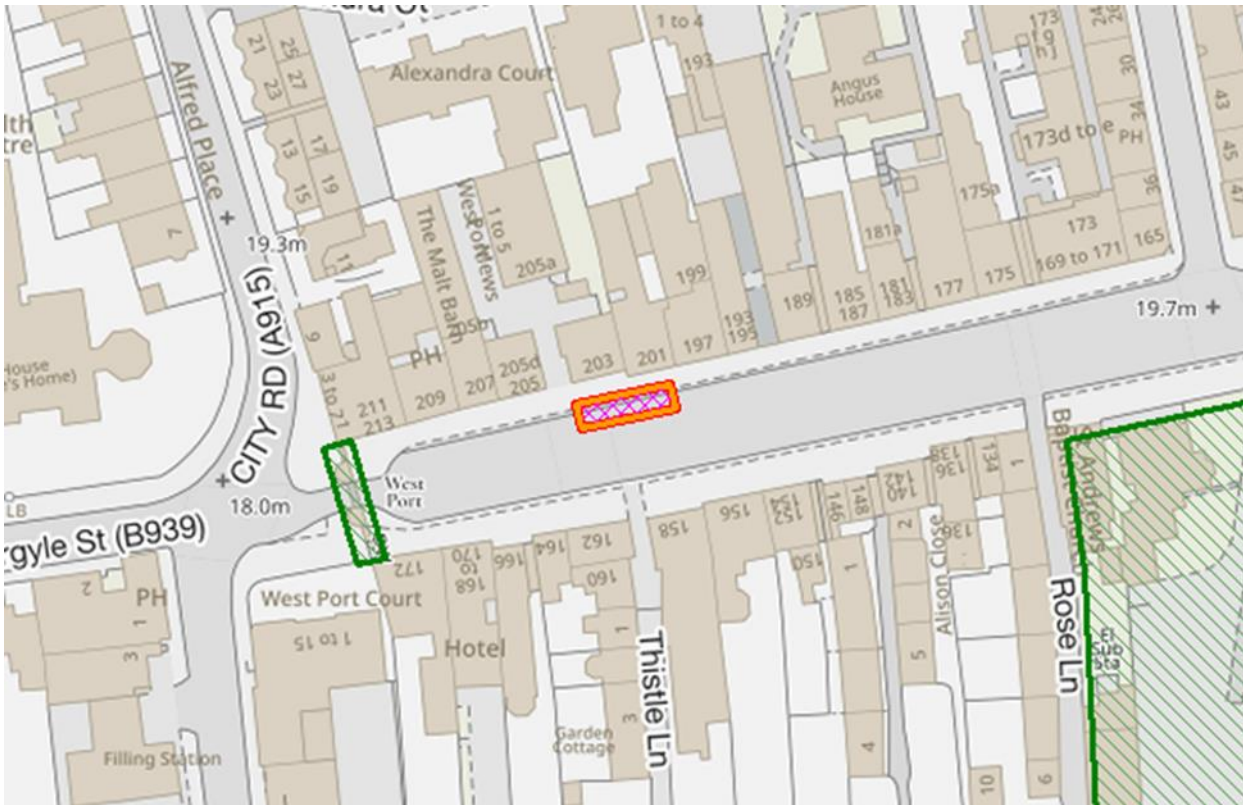
## **1.0 Background**

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### **1.1 The Site**



### 1.1.1 LOCATION PLAN



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**1.1.2** This application relates to the existing temporary build out in front of 201 South Street (north side of South Street), an adopted road within the St Andrews settlement boundary, town centre boundary and the Central St Andrews Conservation Area as per the adopted FIFEplan (2017). The application site itself is 15.2m in length, 3.5m in width and has an area of 53sqm. There is a Category C listed building located directly adjacent to the buildout. Category B listed buildings are located to the west of the buildout, as is the West Port scheduled ancient monument (40m to the west), but they are out with the site boundary. The application site was previously 2 parking spaces.

### 1.2 The Proposed Development

1.2.1 Planning permission is sought for the environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks. This application is to replace the existing temporary buildouts with permanent measures. At present the existing temporary buildouts mainly comprise timber edging that is bolted to the underlying carriageway; bituminous surfacing, approximately 50mm-100mm deep and removable timber planters. The proposed buildout would be 15.2m in length and 2.9m in width. The proposed permanent buildout would be finished in Caithness stone slabs and whin stone kerbs, similar to those already installed in South Street and Market Street. A cycle rack is also proposed, to match other cycle parking racks, with an approximate width of 0.9m, and spacing approximately of 0.9m, along with a heritage style timber seat with black metal supports.

### 1.3 Relevant Planning History

1.3.1 There is no previous planning history for this site.

## **1.4 Application Procedures**

1.4.1 Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017). Under Sections 59(1) and 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should pay special attention to the desirability of preserving or enhancing the character or appearance of the relevant designated area.

1.4.2 National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan. The SESplan and TAYplan Strategic Development Plans and any supplementary guidance issued in connection with them cease to have effect and no longer form part of the Development Plan. In the context of the material considerations relevant to this application there are no areas of conflict between the overarching policy provisions of the now adopted NPF4 and the adopted FIFEplan LDP 2017.

1.4.3 Under The Town and Country Planning (Notification of Applications) (Scotland) Direction 2009 (as per the advice contained within Circular 3/2009) that where Fife Council has an interest in an application as applicant or landowner or where the Council has a financial interest in the proposed development, the Scottish Ministers must be notified of the application before planning permission is granted but only where the development is considered to be significantly contrary to the Development Plan. Such a procedure allows Ministers to consider whether any possible conflicts of interest may have unduly influenced the planning authority or have made it difficult for the authority to retain an impartial view of the merits of the proposed development. The Direction also advises that planning authorities are not required to inform objectors of their intention to grant planning permission or advise them of their reasons for doing so, nor does it require an authority to invite further comment prior to notifying Ministers. In this instance the proposed development is not considered to be significantly contrary to the Development Plan and therefore, if approved or refused, the application should not be referred to Scottish Ministers but can be determined by the Council and the decision notice issued.

1.4.4 Concerns have been raised land ownership certificates submitted as part of this application. The relevant land ownership certificate have been submitted as part of this application and relevant advertisement and site notices were posted.

1.4.5 The most recent site visit was undertaken on 27/01/2025.

## **1.5 Background**

1.5.1 During 2021, to help people comply with the Scottish Government's social distancing requirements associated with Covid-19, Fife Council extended the footway width at five locations on South Street. The buildouts were not of a permanent nature and used materials which could be removed when required. Hospitality premises adjacent to the buildouts were able to use these areas for their customers, without the need to obtain planning consent, due to the Scottish Government's special guidance during this period.

With the aim of boosting hospitality and town centre recovery, after the end of the special guidance, the Scottish Government amended the permitted development rights for the hospitality sector (April 2023). The change permitted hospitality premises to place furniture adjacent to their premises, for the purposes of selling or serving food or drink from their premises, without the need to apply for planning consent.

In January 2023, public consultation was undertaken on the future of these buildout areas. Concerns have been raised regarding the results of the survey, with the views of the public not being taken into account. The results of the survey were that 46% of respondents were in favour of retaining the additional pedestrian spaces, versus 42% that wanted these spaces removed. Additionally, 12% were in favour of keeping some of the implemented zones.

The results were reported to the North East Fife Area Committee on 26th April 2023 and retention of footway extensions was approved, with Roads & Transportation Service being instructed to advance design work to make these spaces permanent.

## **1.6 Relevant Policies**

### **National Planning Framework 4 (2023)**

#### **Policy 6: Forestry, woodland and trees**

To protect and expand forests, woodland and trees.

#### **Policy 7: Historic assets and places**

NPF4 Policy 7 stipulates development proposals in conservation areas will ensure that existing natural and built features which contribute to the character of the conservation area and its setting, including structures, boundary walls, railings, trees and hedges, are retained and mitigated.

#### **Policy 13: Sustainable transport**

NPF4 Policy 13 states that development proposals will be supported where it can be demonstrated that the transport requirements generated have been considered in line with the sustainable travel and where appropriate they will be accessible by public transport.

#### **Policy 14: Design, quality and place**

NPF4 Policy 14 states development proposals should be designed to improve the quality of an area whether in urban or rural locations and regardless of scale. NPF Policy 14 also stipulates development proposals will be supported where they are consistent with the six qualities of successful places: healthy, pleasant, connected, distinctive, sustainable, and adaptable.

#### **Policy 15: Local Living and 20 minutes neighbourhoods**

To encourage, promote and facilitate the application of the Place Principle and create connected and compact neighbourhoods where people can meet the majority of their daily needs within a reasonable distance of their home, preferably by walking, wheeling or cycling or using sustainable transport options.

## **Adopted FIFEplan (2017)**

### **Policy 1: Development Principles**

FIFEplan Policy 1 Development Principles states that development proposals will be supported if they conform to relevant Development Plan policies and proposals and address their individual and cumulative impacts. The principle of development will be supported if the site is either within a defined settlement boundary and compliant with the policies for the location or in a location where the proposed use is supported by the Local Development Plan.

### **Policy 3: Infrastructure and Services**

FIFEplan Policy 3 states where necessary and appropriate as a direct consequence of the development or as a consequence of cumulative impact of development in the area, development proposals must incorporate measures to ensure that they will be served by adequate infrastructure and services. Such infrastructure and services may include local transport and safe access routes which link with existing networks, including for walking and cycling, utilising the guidance in Making Fife's Places Supplementary Guidance.

### **Policy 10: Amenity**

FIFEplan Policy 10 Amenity states that development will only be supported if it does not have a significant detrimental impact on the amenity of existing or proposed land uses. Development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to air quality, contaminated and unstable land, noise/light/odour pollution, traffic movements, privacy, loss of sunlight/daylight, visual appeal of surrounding area or the operation of existing or proposed businesses. Policy 10 also states development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to traffic movements.

### **Policy 13: Natural Environment and Access**

Outcomes: Fife's environmental assets are maintained and enhanced; Green networks are developed across Fife; Biodiversity in the wider environment is enhanced and pressure on ecosystems reduced enabling them to more easily respond to change; Fife's natural environment is enjoyed by residents and visitors.

### **Policy 14: Built and Historic Environment**

FIFEplan Policy 14 Built and Historic Environment states that development which protects or enhances buildings or other built heritage of special architectural or historic interest will be supported. Proposals will not be supported where it is considered they will harm or damage listed buildings or their setting, including structures or features of special architectural or historic interest and sites recorded in the Inventory Historic Gardens and Designed Landscapes. For all historic buildings and archaeological sites, whether statutorily protected or not, support will only be given if, allowing for any possible mitigating works, there is no adverse impact on the special architectural or historic interest of the building or character or appearance of the conservation area.

## **National Guidance and Legislation**

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

## **Supplementary Guidance**

### **Making Fife's Places Supplementary Planning Guidance (2018)**

This document sets out Fife Council's expectations for the design of development in Fife. It explains the role of good design in creating successful places where people will want to live work and play through an integrated approach to buildings, spaces and movement.

## **Planning Policy Guidance**

### **St Andrews Design Guidelines (2011)**

This sets out a number of principles to ensure appropriate design and materials are incorporated into new development. The guidance advises that buildings should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate.

## **Planning Customer Guidelines**

Fife Council Planning Customer Guidelines: Trees and Development (2016)

## **Other Relevant Guidance**

### **Fife Council's St Andrews Conservation Area Appraisal and Management Plan (2010)**

This provides a detailed conservation review of the town's Conservation Area boundaries. Further to this, it also aims to highlight the key townscape, architecture and historic issues considered to be important to the character of the town as a whole. The document also identifies important conservation issues and provides a framework for the conservation area's future management. The general advice, guidance, and management considerations referred to are relevant to all new development opportunities within the Conservation Area itself and mirror the advice contained within the HES Historic Environment Policy for Scotland (May 2019).

### **St Andrews Local Place Plan (May 2024)**

## 2.0 Assessment

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### 2.1 Relevant Matters

The matters to be assessed against the development plan and other material considerations are:

- Principle of Development
- Design/Visual Impact on Conservation Area and Setting of Listed Building
- Residential Amenity
- Road Safety
- Archaeology
- Trees

### 2.2 Principle of Development

**2.2.1** Policy 15 of NPF4, Policy 1 of the Adopted FIFEplan – Fife Local Development Plan (2017); the LDP apply.

**2.2.2** In simple land use grounds, the principle of the external alterations including repaving works. door clearly meets the requirements of the Development Plan and national guidance by virtue of the site being designated within the settlement boundary of St Andrews. Notwithstanding this, the overall acceptability of the application is subject to the development satisfying other policy criteria such as residential amenity, visual impact and other matters all of which are considered in detail below.

**2.2.3** Concerns have been raised regarding the use of pavement areas by adjacent businesses. Although this does not form part of this application, Class 9L of the Town and Country Planning (General Permitted Development) (Scotland) Amendment Order 2023 allows this use.

**2.2.4** It is therefore considered that the proposal does comply with the provisions of the Adopted FIFEplan (2017) policy 1, part a criterion 1.

### 2.3 Design and Layout / Visual Impact

**2.3.1** The relevant provisions of NPF4 polices 7 and 14 and FIFEplan Policies 1, 10 and 14 apply. Making Fife's Places Supplementary Guidance (2018), St Andrews Conservation Area Appraisal and Management Plan (2010), St Andrews design Guidelines (2011), Historic Environment Scotland Policy Statement (2019), and Historic Environment Scotland Managing Change series are also relevant here.

**2.3.2** The St Andrews Design Guidelines (2011) sets out appropriate principles to guide public and private works in St Andrews central conservation area and the townscape on its main approaches. This document aims to ensure an appropriate approach to conservation, repair, adaptation, improvement and renewal of historic buildings and streetscape; restoring original materials and details where practicable. The guidance advises that development should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate. Key principles related to the proposed development include:

- Guideline 26 - Conserve the surviving traditional natural surfacing stones and details unless there are absolutely compelling functional reasons for change / replacement.
- Guideline 27 - Lay new footpath and carriageway surfacing according to the hierarchy of materials and elements set out in Figures 49 & 50 and relating to adjacent building frontages.
- Guideline 28 - Use simple unobtrusive contemporary detail design solutions to meet requirements for drop kerbs, tactile surfaces etc.
- Guideline 29 - Restrict the use of modern concrete surfacing materials to areas beyond the public realm of the historic streets.
- Guideline 38- Select street furniture of good functional design and longevity and low long-term maintenance, which is appropriate to its setting and part of a consistent range throughout the town centre, based on the criteria set out in the table in Figure 69.
- Guideline 41 - Install street furniture in carefully considered locations to avoid visual clutter, litter collection, and detracting from the setting of listed buildings or key frontages, and to provide a clear movement zone 2 metres wide wherever possible.

The guidance states that street surfaces are important as the foreground for the historic buildings, and as the continuous link giving cohesion to the townscape as a whole. Within the historic core, repairs and new work - to adopted carriageways, pavements, and areas visible from the public realm - should continue the restoration or reintroduction of traditional materials and details wherever possible. Figure 49 provides a table setting out a hierarchy of paving materials and elements appropriate to the character and importance of the location within the historic core.

**2.3.3** Figure 49 of the Design Guidelines states that for the pavement on Main streets/key frontages/civic spaces Caithness slabs and whinstone kerbs are acceptable. Paragraph 4.32 of the Design Guidelines states that new seating should continue the theme of timber slats with natural finish; as a traditional timber bench or set on a cast metal frame (preferably aluminium - painted within the historic core) of classic design.

**2.3.4** Concerns have been raised regarding the impact on the character of the conservation area and compliance with the St Andrews Design Guidance. The proposal includes removing the temporary bituminous surfacing and replacing this with Caithness slabbed footway, whin stone kerbs, cycle rack and traditional seat (timber with metal frame). The location of the street furniture will still allow clear movement zone for pedestrians. The materials proposed for the surfacing and street furniture are compliant with the St Andrews Design Guidance as set out in paragraph 2.3.3. The proposed works would provide a visual improvement to what is there at present, and the footway and proposed street furniture would be finished in a similar way to other areas in the St Andrews Public Realm. It is considered that the proposal would improve the visual amenity of the area and have a positive contribution to the conservation area and comply with the St Andrews Design Guidelines.

## **2.4 Residential Amenity**

**2.4.1** The relevant provisions of NPF4 policy 14 and FIFEplan Policies 1 and 10 apply.

**2.4.2** The application site relates to the existing temporary build out in front of 201 South Street (north side of South Street). The proposal includes removing the bituminous surfacing and replacing this with Caithness slabbed footway with whin stone kerbs and cycle rack and traditional seat. The proposed changes will not impact on the residential amenity of the surrounding area.

**2.4.3** In this instance, it is considered that the proposed works do comply with policy 10 criterion 3 in that the development would not have a significant detrimental impact on the residential amenity of the surrounding area (access or noise whilst works are carried out) and therefore does comply with the adopted FIFEplan (2017).

## **2.5 Road Safety**

**2.5.1** Policies 13, 14, and 15 of NPF4, Policies 1 and 3 of the LDP, Making Fife's Places Supplementary Guidance apply.

**2.5.2** As stated in paragraph 1.5.1, public consultation was taken on the future of the build out areas. The results of this public consultation were reported to the North East Fife Area Committee on 26<sup>th</sup> April 2023 and the North East Fife Area Committee approved the retention of these build out areas. Therefore, these proposals carry endorsement from another Council Committee, albeit that it is for the North East Planning Committee to determine the acceptability or otherwise of the proposal in terms of its planning remit.

**2.5.3** The concerns over the loss of public parking in this specific location and the other 4 locations throughout South Street are noted, however in this instance the loss of parking can be undertaken outwith the planning process under The Roads (Scotland) Act 1984. Therefore, the removal of public parking spaces can be undertaken outwith the planning process, as that in itself isn't development and could be actioned by the Roads Authority under their regulatory remit.

**2.5.4** Concerns have been raised regarding the loss of parking spaces. Policy 13 NPF4 aims to encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably. Proposals which are ambitious in terms of low/no car parking will be supported, particularly in urban locations that are well-served by sustainable transport modes and where they do not create barriers to access by disabled people. In keeping with National Transport Strategy 2, Fife Council's sustainable travel hierarchy (Local Transport Strategy for Fife, 2023-33), places the needs of pedestrians and wheelers at the top, with the needs of private car users ranked behind cyclists, public transport, taxis and shared transport. SEStran's 'Regional Transport Strategy 2025-2025 Refresh' also emphasises the need to increase walking and cycling and reduce motorised travel. The application site is located within the St Andrews Town Centre boundary and is well served by sustainable transport modes, therefore the loss of parking spaces in this location are acceptable. The installation of the proposal is in keeping with aspirations of the Council's Climate Strategy 'Climate Fife: Sustainable Energy and Climate Action Plan 2020-2030' since the proposal will provide areas of high-quality public realm, encouraging people to walk, rather than using a vehicle for short trips. Fife Council's Transportation Development Management (TDM) team were consulted and expressed no objections to the proposed development.

**2.5.5** Concerns have been raised regarding the impact on road safety in terms of vehicle manoeuvring and servicing of the surrounding business. Given the town centre location, there are a number of retail/commercial/licenced premises within the vicinity where deliveries take place on the public road, it is considered that this would not be worse than the current situation in terms of road safety impacts.



**2.5.6** Concerns have been raised regarding the need for more cycle racks. The provision of cycle racks is in keeping with the aspirations of NPF4 to promote sustainable travel. Also, in this location on South Street there are no cycle racks at present.

**2.5.7** Concerns have been raised that this proposal would potentially affect delivery of elements (the commission of a town centre circulation plan) of the registered Local Place Plan for St Andrews. Local Place Plans registered through Fife Council will not be part of the 'development plan' as defined by the Planning Act but will feed into the preparation of Fife's Local Development Plan 2 which is at the early stages of preparation. The Local Place Plan is a material planning consideration in the assessment of planning applications but given the early stages of LDP2 and that the Development Plan remains the starting point for decision-making in the planning process, it is considered that the material weight given to the Local Place Plan at this stage is limited and this proposal is acceptable in terms of the relevant planning policies. The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

## **2.6 Archaeology**

**2.6.1** Policy 7 of NPF4 and Policies 1 and 14 of the LDP apply.

**2.6.2** Fife Councils Archaeologist was consulted on this application and has no objection to this application. The public realm improvements proposed fall within the area designated in FIFEplan as St Andrews Archaeological Area of Regional Importance. FIFEplan Policy 14 states: The archaeological investigation of all buried sites and standing historic buildings within an Archaeological Area of Regional Importance will be required in advance of development unless good reason for an exemption can be shown. There is a good reason for an exemption in this case insofar as the installation of the pavement 'buildouts' will involve only shallow sub-surface disturbance on ground that has been deeply disturbed by modern road construction works.

**2.6.3** The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

## **2.7 Trees**

**2.7.1** The relevant provisions of NPF4 policies 1 and 3 and FIFEplan Policies 1 and 13 apply. Making Fife's Places Supplementary Guidance (2018) also applies.

**2.7.2** The applicant has provided a Tree Survey & Arboricultural Method Statement as part of this application. There is one tree within the application site, and this will not be removed. A tree protection plan has been submitted setting out the protection works that will be undertaken within the root protection area of this tree as part of this proposal. Fife Councils Tree Officer was consulted on this application and is supportive of the proposed tree protection plan.

**2.7.3** The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

## 3.0 Consultation Summary

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Archaeology Team, Planning Services	No objection
TDM, Planning Services	No objection
Community Council	Object
Trees, Planning Services	No objection

## 4.0 Representation Summary

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### 4.1

20 objections and 2 general comments have been received.

### 4.2 Material Planning Considerations

#### 4.2.1 Objection Comments:

<b>Issue</b>	<b>Addressed in Paragraph</b>
a. Impact on the Conservation Area	2.3.4
b. Compliance with St Andrews Design Guidance	2.3.4
c. Loss of Parking	2.5.1
d. Road Safety – Manoeuvring & Servicing	2.5.2
e. Cycle Rack	2.5.3
f. Procedural concerns	1.4.4
g. Survey results	1.5.1
h. Business uses	2.2.3

#### 4.2.2 Support Comments

None

#### 4.2.3 Other Concerns Expressed

<b>Issue</b>	<b>Comment</b>
a. Concerns regarding upkeep of existing pavements	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
b. Concerns regarding illegal parking	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
c. Concerns regarding timing of survey and methodology used.	Comments noted; however, this is not a material planning consideration in the

**Issue****Comment**

d. Concerns have been raised regarding lack of provision of bins.

assessment of this planning application.

Comments noted; however, given the town centre location there are bins located throughout this area.

e. Concerns regarding businesses storing rubbish on the street.

Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

f. Concerns have been raised regarding drainage.

Concerns noted; however, the application site is located within the existing adopted road corridor and have hard/ paved surfaces with drainage.

g. Concerns have been raised regarding access to adjacent businesses and access for pedestrians.

Concerns are noted. The proposed buildouts do not restrict access to any of the adjacent businesses and present no barriers to pedestrians or disabled people.

h. Concerns regarding abandoned bikes.

Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

i. Concerns regarding businesses no paying rates for the use of the space.

Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

j. Concerns have been raised by the public regarding potential antisocial behaviour area due to people congregating in the street.

These concerns are noted; however, these concerns are not a material planning consideration with regards this application. In any instance, it should also be noted that Fife Council's Public Protection team can control noise and odours under their own legislative processes and through the use of appropriate enforcement measures if required and should any complaints be received. If any of the potential customers were to litter or cause damage/anti-social behaviour outwith the site then this would be considered a matter which could also be dealt with under separate legislation or by separate authorities, outwith the control of the planning system.

**Issue**

k. Concerns raised regarding the waste of public funds.

**Comment**

Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

l. Concerns regarding how previous applications were dealt with and how consultees responded.

Concerns noted. Each application is assessed and on its own merits with regards the relevant Development Plan policies and Material Planning considerations. Consultee comments help inform part of the overall assessment.

## 5.0 Conclusions

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This full planning application for environmental improvements to the public realm is deemed acceptable in terms of in terms of design, detailing and choice of materials; and would protect and enhance the character and appearance of the conservation area as a whole. In light of the above, the proposal would be deemed to preserve the character of the surrounding St Andrews Conservation Area, and as such, comply with NPF4 and FIFEplan 2017 policies and other related guidance. The application is therefore recommended for conditional approval.

## 6.0 Recommendation

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It is accordingly recommended that the application be approved subject to the following conditions and reasons:

### **CONDITIONS:**

1. The development to which this permission relates must be commenced no later than 3 years from the date of this permission.

Reason: In order to comply with the provisions of Section 58 of the Town and Country Planning (Scotland) Act 1997, as amended by Section 32 of The Planning (Scotland) Act 2019.

2. BEFORE ANY WORKS START ON SITE, the developer shall submit, details and specifications of the protective measures necessary to safeguard the trees on the site during development operations. This Planning Authority shall be formally notified in writing of the completion of such measures and no work on site shall commence until the Planning Authority has confirmed in writing that the measures as implemented are acceptable. The protective measures shall be retained in a sound and upright condition throughout the demolition/development operations and no building materials, soil or machinery shall be stored in or adjacent to the protected area, including the operation of machinery.

Reason: In the interests of visual amenity and the protection of local ecology

## 7.0 Background Papers

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In addition to the application the following documents, guidance notes and policy documents form the background papers to this report.

[National Planning Framework 4 \(2023\)](#)

[FIFEplan Local Development Plan \(2017\)](#)

[Planning Guidance](#)

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

Development Plan:

NPF4 (2023)

FIFEplan Local Development Plan (2017)

Making Fife's Places Supplementary Guidance (2018)

Other Guidance:

Fife Council Planning Customer Guidelines - Trees and Development (2016)

St Andrews Conservation Area and Management Plan (2013)

St Andrews Design Guidelines (2007)

St Andrews Local Place Plan (May 2024)

Report prepared by Scott McInroy, Chartered Planner Development Management

Report reviewed and agreed by Alastair Hamilton, Service Manager (Committee Lead) 3/2/25.

Committee Date: 12/02/2025

Agenda Item No. 11

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**Application for Full Planning Permission**

**Ref: 24/01950/FULL**

**Site Address: 183 South Street St Andrews Fife**

**Proposal: Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks**

**Applicant: Fife Council, Fife House North Street**

**Date Registered: 6 August 2024**

**Case Officer: Scott McInroy**

**Wards Affected: W5R18: St. Andrews**

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### **Reasons for Referral to Committee**

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This application requires to be considered by the Committee because the application is for a Major Development in terms of the Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009

### **Summary Recommendation**

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The application is recommended for: Conditional Approval

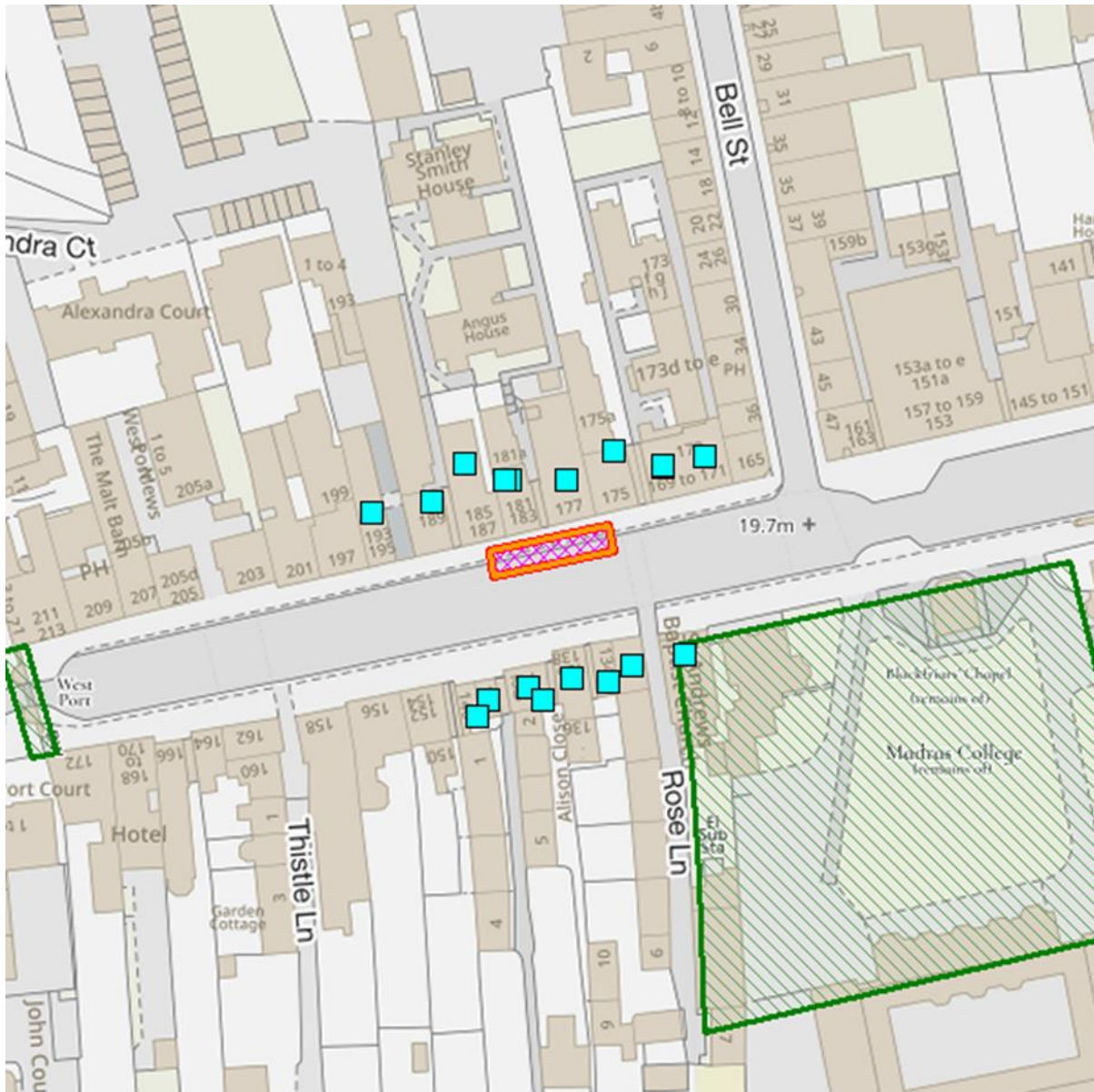
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## **1.0 Background**

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### **1.1 The Site**

### 1.1.1 LOCATION PLAN



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**1.1.2** This application relates to the existing temporary build out in front of 177-183 South Street (north side of South Street), an adopted road within the St Andrews settlement boundary, town centre boundary and the Central St Andrews Conservation Area as per the adopted FIFEplan (2017). The application site itself is 23m in length, 6.3m in width and has an area of 145sqm. There are Category C listed buildings located directly adjacent to the buildout with the Blackfriars Chapel scheduled ancient monument located just over 40m to south east on the opposite side of South Street. The application site was previously 6 parking spaces.

### 1.2 The Proposed Development

**1.2.1** Planning permission is sought for the environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks. This application is to replace the existing temporary buildouts with permanent measures. At present the existing temporary buildouts mainly comprise timber edging that is bolted to the underlying carriageway; bituminous surfacing, approximately 50mm-100mm deep and removable timber planters. The proposed buildout area itself would be 13.5m in length and 5m wide (smaller than the existing temporary buildout). The proposed permanent buildout would be finished in Caithness stone slabs and whin stone kerbs,

similar to those already installed in South Street and Market Street. A cycle rack is also proposed, to match other cycle parking racks, with an approximate width of 0.9m, and spacing approximately of 0.9m, along with a heritage style timber seat with black metal supports. The existing temporary buildout included the loss of 6 parking spaces; however, the proposed layout would only involve the loss of 4 parking spaces, with a new disabled space being provided here.

### **1.3 Relevant Planning History**

1.3.1 The previous planning history for this site is as follow:

- 21/01117/LBC - Listed Building Consent for internal alterations, re-painting shopfront windows and entrance door and installation of new signage – approved 24.06.2021.

- 21/01326/ADV - Display of 1no non illuminated fascia sign and 1no non illuminated projecting sign – approved 23.06.2021.

- 21/01328/FULL - Re-painting shopfront windows and entrance door – approved 09.07.2021.

### **1.4 Application Procedures**

1.4.1 Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017). Under Sections 59(1) and 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should pay special attention to the desirability of preserving or enhancing the character or appearance of the relevant designated area.

1.4.2 National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan. The SESplan and TAYplan Strategic Development Plans and any supplementary guidance issued in connection with them cease to have effect and no longer form part of the Development Plan. In the context of the material considerations relevant to this application there are no areas of conflict between the overarching policy provisions of the now adopted NPF4 and the adopted FIFEplan LDP 2017.

1.4.3 Under The Town and Country Planning (Notification of Applications) (Scotland) Direction 2009 (as per the advice contained within Circular 3/2009) that where Fife Council has an interest in an application as applicant or landowner or where the Council has a financial interest in the proposed development, the Scottish Ministers must be notified of the application before planning permission is granted but only where the development is considered to be significantly contrary to the Development Plan. Such a procedure allows Ministers to consider whether any possible conflicts of interest may have unduly influenced the planning authority or have made it difficult for the authority to retain an impartial view of the merits of the proposed development. The Direction also advises that planning authorities are not required to inform objectors of their



intention to grant planning permission or advise them of their reasons for doing so, nor does it require an authority to invite further comment prior to notifying Ministers. In this instance the proposed development is not considered to be significantly contrary to the Development Plan and therefore, if approved or refused, the application should not be referred to Scottish Ministers but can be determined by the Council and the decision notice issued.

1.4.4 Concerns have been raised land ownership certificates submitted as part of this application. The relevant land ownership certificate has been submitted as part of this application and relevant advertisement and site notices were posted.

1.4.5 The most recent site visit was undertaken on 27/01/2025.

## **1.5 Background**

1.5.1 During 2021, to help people comply with the Scottish Government's social distancing requirements associated with Covid-19, Fife Council extended the footway width at five locations on South Street. The buildouts were not of a permanent nature and used materials which could be removed when required. Hospitality premises adjacent to the buildouts were able to use these areas for their customers, without the need to obtain planning consent, due to the Scottish Government's special guidance during this period.

1.5.2 With the aim of boosting hospitality and town centre recovery, after the end of the special guidance, the Scottish Government amended the permitted development rights for the hospitality sector (April 2023). The change permitted hospitality premises to place furniture adjacent to their premises, for the purposes of selling or serving food or drink from their premises, without the need to apply for planning consent.

1.5.3 In January 2023, public consultation was undertaken on the future of these buildout areas. Concerns have been raised regarding the results of the survey, with the views of the public not being taken into account. The results of the survey were that 46% of respondents were in favour of retaining the additional pedestrian spaces, versus 42% that wanted these spaces removed. Additionally, 12% were in favour of keeping some of the implemented zones.

The results were reported to the North East Fife Area Committee on 26th April 2023 and retention of footway extensions was approved, with Roads & Transportation Service being instructed to advance design work to make these spaces permanent.

## **1.6 Relevant Policies**

### **National Planning Framework 4 (2023)**

#### **Policy 6: Forestry, woodland and trees**

To protect and expand forests, woodland and trees.

#### **Policy 7: Historic assets and places**

NPF4 Policy 7 stipulates development proposals in conservation areas will ensure that existing natural and built features which contribute to the character of the conservation area and its setting, including structures, boundary walls, railings, trees and hedges, are retained and mitigated.

### **Policy 13: Sustainable transport**

NPF4 Policy 13 states that development proposals will be supported where it can be demonstrated that the transport requirements generated have been considered in line with the sustainable travel and where appropriate they will be accessible by public transport.

### **Policy 14: Design, quality and place**

NPF4 Policy 14 states development proposals should be designed to improve the quality of an area whether in urban or rural locations and regardless of scale. NPF Policy 14 also stipulates development proposals will be supported where they are consistent with the six qualities of successful places: healthy, pleasant, connected, distinctive, sustainable, and adaptable.

### **Policy 15: Local Living and 20 minutes neighbourhoods**

To encourage, promote and facilitate the application of the Place Principle and create connected and compact neighbourhoods where people can meet the majority of their daily needs within a reasonable distance of their home, preferably by walking, wheeling or cycling or using sustainable transport options.

## **Adopted FIFEplan (2017)**

### **Policy 1: Development Principles**

FIFEplan Policy 1 Development Principles states that development proposals will be supported if they conform to relevant Development Plan policies and proposals and address their individual and cumulative impacts. The principle of development will be supported if the site is either within a defined settlement boundary and compliant with the policies for the location or in a location where the proposed use is supported by the Local Development Plan.

### **Policy 3: Infrastructure and Services**

FIFEplan Policy 3 states where necessary and appropriate as a direct consequence of the development or as a consequence of cumulative impact of development in the area, development proposals must incorporate measures to ensure that they will be served by adequate infrastructure and services. Such infrastructure and services may include local transport and safe access routes which link with existing networks, including for walking and cycling, utilising the guidance in Making Fife's Places Supplementary Guidance.

### **Policy 10: Amenity**

FIFEplan Policy 10 Amenity states that development will only be supported if it does not have a significant detrimental impact on the amenity of existing or proposed land uses. Development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to air quality, contaminated and unstable land, noise/light/odour pollution, traffic movements, privacy, loss of sunlight/daylight, visual appeal of surrounding area or the operation of existing or proposed businesses. Policy 10 also states development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to traffic movements.

### **Policy 13: Natural Environment and Access**

Outcomes: Fife's environmental assets are maintained and enhanced; Green networks are developed across Fife; Biodiversity in the wider environment is enhanced and pressure on ecosystems reduced enabling them to more easily respond to change; Fife's natural environment is enjoyed by residents and visitors.

## **Policy 14: Built and Historic Environment**

FIFEplan Policy 14 Built and Historic Environment states that development which protects or enhances buildings or other built heritage of special architectural or historic interest will be supported. Proposals will not be supported where it is considered they will harm or damage listed buildings or their setting, including structures or features of special architectural or historic interest and sites recorded in the Inventory Historic Gardens and Designed Landscapes. For all historic buildings and archaeological sites, whether statutorily protected or not, support will only be given if, allowing for any possible mitigating works, there is no adverse impact on the special architectural or historic interest of the building or character or appearance of the conservation area.

### **National Guidance and Legislation**

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

### **Supplementary Guidance**

#### **Making Fife's Places Supplementary Planning Guidance (2018)**

This document sets out Fife Council's expectations for the design of development in Fife. It explains the role of good design in creating successful places where people will want to live work and play through an integrated approach to buildings, spaces and movement.

### **Planning Policy Guidance**

#### **St Andrews Design Guidelines (2011)**

This sets out a number of principles to ensure appropriate design and materials are incorporated into new development. The guidance advises that buildings should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate.

### **Planning Customer Guidelines**

Fife Council Planning Customer Guidelines: Trees and Development (2016)

## Other Relevant Guidance

### **Fife Council's St Andrews Conservation Area Appraisal and Management Plan (2010)**

This provides a detailed conservation review of the town's Conservation Area boundaries. Further to this, it also aims to highlight the key townscape, architecture and historic issues considered to be important to the character of the town as a whole. The document also identifies important conservation issues and provides a framework for the conservation area's future management. The general advice, guidance, and management considerations referred to are relevant to all new development opportunities within the Conservation Area itself and mirror the advice contained within the HES Historic Environment Policy for Scotland (May 2019).

### **St Andrews Local Place Plan (May 2024)**

## **2.0 Assessment**

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### **2.1 Relevant Matters**

The matters to be assessed against the development plan and other material considerations are:

- Principle of Development
- Design/Visual Impact on Conservation Area and Setting of Listed Building
- Residential Amenity
- Road Safety
- Archaeology
- Trees

### **2.2 Principle of Development**

**2.2.1** Policy 15 of NPF4, Policy 1 of the Adopted FIFEplan – Fife Local Development Plan (2017); the LDP apply.

**2.2.2** In simple land use grounds, the principle of the external alterations including repaving works. door clearly meets the requirements of the Development Plan and national guidance by virtue of the site being designated within the settlement boundary of St Andrews. Notwithstanding this, the overall acceptability of the application is subject to the development satisfying other policy criteria such as residential amenity, visual impact and other matters all of which are considered in detail below.

**2.2.3** Concerns have been raised regarding the use of pavement areas by adjacent businesses. Although this does not form part of this application, Class 9L of the Town and Country Planning (General Permitted Development) (Scotland) Amendment Order 2023 allows this use.

**2.2.4** It is therefore considered that the proposal does comply with the provisions of the Adopted FIFEplan (2017) policy 1, part a criterion 1.

## 2.3 Design and Layout / Visual Impact

**2.3.1** The relevant provisions of NPF4 policies 7 and 14 and FIFEplan Policies 1, 10 and 14 apply. Making Fife's Places Supplementary Guidance (2018), St Andrews Conservation Area Appraisal and Management Plan (2010), St Andrews design Guidelines (2011), Historic Environment Scotland Policy Statement (2019), and Historic Environment Scotland Managing Change series are also relevant here.

**2.3.2** The St Andrews Design Guidelines (2011) sets out appropriate principles to guide public and private works in St Andrews central conservation area and the townscape on its main approaches. This document aims to ensure an appropriate approach to conservation, repair, adaptation, improvement and renewal of historic buildings and streetscape; restoring original materials and details where practicable. The guidance advises that development should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate. Key principles related to the proposed development include:

- Guideline 26 - Conserve the surviving traditional natural surfacing stones and details unless there are absolutely compelling functional reasons for change / replacement.
- Guideline 27 - Lay new footpath and carriageway surfacing according to the hierarchy of materials and elements set out in Figures 49 & 50 and relating to adjacent building frontages.
- Guideline 28 - Use simple unobtrusive contemporary detail design solutions to meet requirements for drop kerbs, tactile surfaces etc.
- Guideline 29 - Restrict the use of modern concrete surfacing materials to areas beyond the public realm of the historic streets.
- Guideline 38- Select street furniture of good functional design and longevity and low long-term maintenance, which is appropriate to its setting and part of a consistent range throughout the town centre, based on the criteria set out in the table in Figure 69.
- Guideline 41 - Install street furniture in carefully considered locations to avoid visual clutter, litter collection, and detracting from the setting of listed buildings or key frontages, and to provide a clear movement zone 2 metres wide wherever possible.

The guidance states that street surfaces are important as the foreground for the historic buildings, and as the continuous link giving cohesion to the townscape as a whole. Within the historic core, repairs and new work - to adopted carriageways, pavements, and areas visible from the public realm - should continue the restoration or reintroduction of traditional materials and details wherever possible. Figure 49 provides a table setting out a hierarchy of paving materials and elements appropriate to the character and importance of the location within the historic core.

**2.3.3** Figure 49 of the Design Guidelines states that for the pavement on Main streets/key frontages/civic spaces Caithness slabs and whinstone kerbs are acceptable. Paragraph 4.32 of the Design Guidelines states that new seating should continue the theme of timber slats with natural finish; as a traditional timber bench or set on a cast metal frame (preferably aluminium - painted within the historic core) of classic design.

**2.3.4** Concerns have been raised regarding the impact on the character of the conservation area and compliance with the St Andrews Design Guidance. The proposal includes removing the temporary bituminous surfacing and replacing this with Caithness slabbed footway, whinstone kerbs, cycle rack and traditional seat (timber with metal frame). The location of the street furniture will still allow clear movement zone for pedestrians. The materials proposed for the

surfacing and street furniture are compliant with the St Andrews Design Guidance as set out in paragraph 2.3.3. The proposed works would provide a visual improvement to what is there at present, and the footway and proposed street furniture would be finished in a similar way to other areas in the St Andrews Public Realm. It is considered that the proposal would improve the visual amenity of the area and have a positive contribution to the conservation area and comply with the St Andrews Design Guidelines.

## **2.4 Residential Amenity**

**2.4.1** The relevant provisions of NPF4 policy 14 and FIFEplan Policies 1 and 10 apply.

**2.4.2** The application site relates to the existing temporary build out in front of 201 South Street (north side of South Street). The proposal includes removing the bituminous surfacing and replacing this with Caithness slabbed footway with whin stone kerbs and cycle rack and traditional seat. The proposed changes will not impact on the residential amenity of the surrounding area.

**2.4.3** In this instance, it is considered that the proposed works do comply with policy 10 criterion 3 in that the development would not have a significant detrimental impact on the residential amenity of the surrounding area (access or noise whilst works are carried out) and therefore does comply with the adopted FIFEplan (2017).

## **2.5 Road Safety**

**2.5.1** Policies 13, 14, and 15 of NPF4, Policies 1 and 3 of the LDP, Making Fife's Places Supplementary Guidance apply.

**2.5.2** As stated in paragraph 1.5.1, public consultation was taken on the future of the build out areas. The results of this public consultation were reported to the North East Fife Area Committee on 26<sup>th</sup> April 2023 and the North East Fife Area Committee approved the retention of these build out areas. Therefore, these proposals carry endorsement from another Council Committee, albeit that it is for the North East Planning Committee to determine the acceptability or otherwise of the proposal in terms of its planning remit.

**2.5.3** The concerns over the loss of public parking in this specific location and the other 4 locations throughout South Street are noted, however in this instance the loss of parking can be undertaken outwith the planning process under The Roads (Scotland) Act 1984. Therefore, the removal of public parking spaces can be undertaken outwith the planning process, as that in itself isn't development and could be actioned by the Roads Authority under their regulatory remit.

**2.5.4** Concerns have been raised regarding the loss of parking spaces. Policy 13 NPF4 aims to encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably. Proposals which are ambitious in terms of low/no car parking will be supported, particularly in urban locations that are well-served by sustainable transport modes and where they do not create barriers to access by disabled people. In keeping with National Transport Strategy 2, Fife Council's sustainable travel hierarchy (Local Transport Strategy for Fife, 2023-33), places the needs of pedestrians and wheelers at the top, with the needs of private car users ranked behind cyclists, public transport, taxis and shared transport. SEStran's 'Regional Transport Strategy 2025-2025 Refresh' also emphasises the need to increase walking and cycling and reduce

motorised travel. The application site is located within the St Andrews Town Centre boundary and is well served by sustainable transport modes, therefore the loss of parking spaces in this location are acceptable. The installation of the proposal is in keeping with aspirations of the Council's Climate Strategy 'Climate Fife: Sustainable Energy and Climate Action Plan 2020-2030' since the proposal will provide areas of high-quality public realm, encouraging people to walk, rather than using a vehicle for short trips. Fife Council's Transportation Development Management (TDM) team were consulted and expressed no objections to the proposed development.

**2.5.5** Concerns have been raised regarding the impact on road safety in terms of vehicle manoeuvring and servicing of the surrounding business. Given the town centre location, there are a number of retail/commercial/licenced premises within the vicinity where deliveries take place on the public road, it is considered that this would not be worse than the current situation in terms of road safety impacts.

**2.5.6** Concerns have been raised regarding the need for more cycle racks. The provision of cycle racks is in keeping with the aspirations of NPF4 to promote sustainable travel. Also, in this location on South Street there are no cycle racks at present.

**2.5.7** Concerns have been raised that this proposal would potentially affect delivery of elements (the commission of a town centre circulation plan) of the registered Local Place Plan for St Andrews. Local Place Plans registered through Fife Council will not be part of the 'development plan' as defined by the Planning Act but will feed into the preparation of Fife's Local Development Plan 2 which is at the early stages of preparation. The Local Place Plan is a material planning consideration in the assessment of planning applications but given the early stages of LDP2 and that the Development Plan remains the starting point for decision-making in the planning process, it is considered that the material weight given to the Local Place Plan at this stage is limited and this proposal is acceptable in terms of the relevant planning policies.

**2.5.8** The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

## **2.6 Archaeology**

**2.6.1** Policy 7 of NPF4 and Policies 1 and 14 of the LDP apply.

**2.6.2** Fife Council's Archaeologist was consulted on this application and has no objection to this application. The public realm improvements proposed fall within the area designated in FIFEplan as St Andrews Archaeological Area of Regional Importance. FIFEplan Policy 14 states: The archaeological investigation of all buried sites and standing historic buildings within an Archaeological Area of Regional Importance will be required in advance of development unless good reason for an exemption can be shown. There is a good reason for an exemption in this case insofar as the installation of the pavement 'buildouts' will involve only shallow sub-surface disturbance on ground that has been deeply disturbed by modern road construction works.

**2.6.3** The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

## 2.7 Trees

**2.7.1** The relevant provisions of NPF4 policies 1 and 3 and FIFEplan Policies 1 and 13 apply. Making Fife's Places Supplementary Guidance (2018) also applies.

**2.7.2** The applicant has provided a Tree Survey & Arboricultural Method Statement as part of this application. There is one tree within the application site, and this will not be removed. A tree protection plan has been submitted setting out the protection works that will be undertaken within the root protection area of this tree as part of this proposal. Fife Councils Tree Officer was consulted on this application and is supportive of the proposed tree protection plan.

**2.7.3** The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

## 3.0 Consultation Summary

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TDM, Planning Services	No objection
Archaeology Team, Planning Services	No objection
Trees, Planning Services	No objection
Community Council	Object

## 4.0 Representation Summary

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### 4.1

20 objections and 2 general comments have been received.

### 4.2 Material Planning Considerations

#### 4.2.1 Objection Comments:

Issue	Addressed in Paragraph
a. Impact on the Conservation Area	2.3.4
b. Compliance with St Andrews Design Guidance	2.3.4
c. Loss of Parking	2.5.1
d. Road Safety – Manoeuvring & Servicing	2.5.2
e. Cycle Rack	2.5.3
f. Procedural concerns	1.4.4
g. Survey results	1.5.1
h. Business uses	2.2.3



## 4.2.2 Support Comments

None

## 4.2.3 Other Concerns Expressed

### Issue

- a. Concerns regarding upkeep of existing pavements
- b. Concerns regarding illegal parking
- c. Concerns regarding timing of survey and methodology used.
- d. Concerns have been raised regarding lack of provision of bins.
- e. Concerns regarding businesses storing rubbish on the street.
- f. Concerns have been raised regarding drainage.
- g. Concerns have been raised regarding access to adjacent businesses and access for pedestrians.
- h. Concerns regarding abandoned bikes.
- i. Concerns regarding businesses no paying rates for the use of the space.

### Comment

- Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
- Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
- Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
- Comments noted; however, given the town centre location there are bins located throughout this area.
- Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
- Concerns noted; however, the application site is located within the existing adopted road corridor and have hard/ paved surfaces with drainage.
- Concerns are noted. The proposed buildouts do not restrict access to any of the adjacent businesses and present no barriers to pedestrians or disabled people.
- Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
- Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

**Issue**

j. Concerns have been raised by the public regarding potential antisocial behaviour area due to people congregating in the street.

**Comment**

These concerns are noted; however, these concerns are not a material planning consideration with regards this application. In any instance, it should also be noted that Fife Council's Public Protection team can control noise and odours under their own legislative processes and through the use of appropriate enforcement measures if required and should any complaints be received. If any of the potential customers were to litter or cause damage/anti-social behaviour outwith the site then this would be considered a matter which could also be dealt with under separate legislation or by separate authorities, outwith the control of the planning system.

k. Concerns raised regarding the waste of public funds.

Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

l. Concerns regarding how previous applications were dealt with and how consultees responded.

Concerns noted. Each application is assessed and on its own merits with regards the relevant Development Plan policies and Material Planning considerations. Consultee comments help inform part of the overall assessment.

## 5.0 Conclusions

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This full planning application for environmental improvements to the public realm is deemed acceptable in terms of in terms of design, detailing and choice of materials; and would protect and enhance the character and appearance of the conservation area as a whole. In light of the above, the proposal would be deemed to preserve the character of the surrounding St Andrews Conservation Area, and as such, comply with NPF4 and FIFEplan 2017 policies and other related guidance. The application is therefore recommended for conditional approval.

## 6.0 Recommendation

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It is accordingly recommended that the application be approved subject to the following conditions and reasons:

## **CONDITIONS:**

1. The development to which this permission relates must be commenced no later than 3 years from the date of this permission.

Reason: In order to comply with the provisions of Section 58 of the Town and Country Planning (Scotland) Act 1997, as amended by Section 32 of The Planning (Scotland) Act 2019.

2. BEFORE ANY WORKS START ON SITE, the developer shall submit, details and specifications of the protective measures necessary to safeguard the trees on the site during development operations. This Planning Authority shall be formally notified in writing of the completion of such measures and no work on site shall commence until the Planning Authority has confirmed in writing that the measures as implemented are acceptable. The protective measures shall be retained in a sound and upright condition throughout the demolition/development operations and no building materials, soil or machinery shall be stored in or adjacent to the protected area, including the operation of machinery.

Reason: In the interests of visual amenity and the protection of local ecology

## **7.0 Background Papers**

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In addition to the application the following documents, guidance notes and policy documents form the background papers to this report.

[National Planning Framework 4 \(2023\)](#)

[FIFEplan Local Development Plan \(2017\)](#)

[Planning Guidance](#)

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

Development Plan:

NPF4 (2023)

FIFEplan Local Development Plan (2017)

Making Fife's Places Supplementary Guidance (2018)

Other Guidance:

Fife Council Planning Customer Guidelines - Trees and Development (2016)

St Andrews Conservation Area and Management Plan (2013)

St Andrews Design Guidelines (2007)

St Andrews Local Place Plan (2024)

Report prepared by Scott McInroy, Chartered Planner Development Management

Report reviewed and agreed by Alastair Hamilton, Service Manager (Committee Lead) 3/2/25.

Committee Date: 12/02/2025

Agenda Item No. 12

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**Application for Full Planning Permission**

**Ref: 24/02026/FULL**

**Site Address: 29 – 43 and 34 - 40 South Street St Andrews**

**Proposal: Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks**

**Applicant: Fife Council, Fife House North Street**

**Date Registered: 8 August 2024**

**Case Officer: Scott McInroy**

**Wards Affected: W5R18: St. Andrews**

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### **Reasons for Referral to Committee**

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This application requires to be considered by the Committee because the application has attracted six or more separate individual representations which are contrary to the officer's recommendation.

### **Summary Recommendation**

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The application is recommended for: Conditional Approval

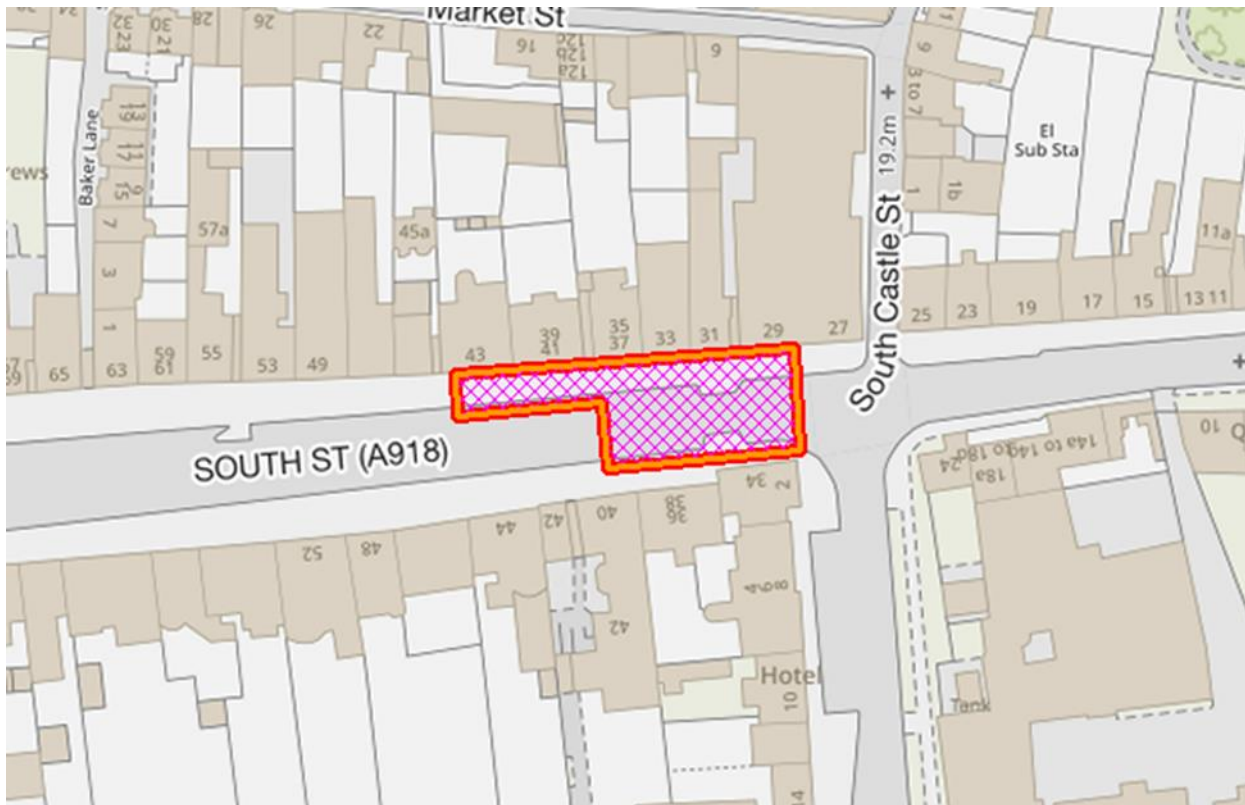
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## **1.0 Background**

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### **1.1 The Site**

## 1.1.2 LOCATION PLAN



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**1.1.2** This application relates to the existing temporary build out on the north side of south Street from numbers 29 – 43 and on the south side of South Street from numbers 34 – 40. The site itself is an adopted road within the St Andrews settlement boundary, town centre boundary and the Central St Andrews Conservation Area as per the adopted FIFEplan (2017). The application site itself is 50m in length on the north side and 30m in width on the south side, 15m in width on the eastern side and the western arm on the north side being 5m in width then expanding to 15m in width. The application site has an area of 550 sqm. There are Category C listed buildings directly adjacent to the buildout on the north side of South Street, with a Category B listed building opposite, while on the south side of South Street there are Category B listed buildings opposite, with a Category A listed building located on the west of the site boundary. The application site was previously 5 parking spaces.

## 1.2 The Proposed Development

**1.2.1** Planning permission is sought for the environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks. This application is to replace the existing temporary buildouts with permanent measures. At present the existing temporary buildouts mainly comprise timber edging that is bolted to the underlying carriageway; bituminous surfacing, approximately 50mm-100mm deep and removable timber planters. The proposed buildout area itself would be smaller than what is there at present. On the north side of South Street, the build out would be in two sections either side of a proposed zebra crossing. To the west of the proposed zebra crossing the buildout area would be 7.9m in length and 2.8m in width with a disabled parking space proposed adjacent to the west (where the existing temporary buildout extends to). To the eastern side of the proposed zebra crossing and smaller triangular buildout area is proposed. On the south side of South Street, the build out would also be in two sections either side of a proposed zebra crossing. To the west of the proposed zebra crossing the buildout area would be 3.4m in length and 3.1m in width with a disabled parking space proposed adjacent to the west. To the eastern side of the proposed zebra crossing and smaller

triangular buildout area is proposed. The proposed permanent buildout would be finished in Caithness stone slabs and whin stone kerbs, similar to those already installed in South Street and Market Street. A cycle rack is also proposed, to match other cycle parking racks, with an approximate width of 0.9m, and spacing approximately of 0.9m, along with a heritage style timber bench with black metal supports on the south side of south street with a heritage style timber bench also proposed to the north.

### **1.3 Relevant Planning History**

- 04/03580/EFULL - Environmental improvements to South Street, including new street lights, new paving, alteration to pavements, parking layout and ancillary street furniture, and felling and replanting trees - Refused - 20/01/05
- 07/02857/EFULL - Replacement of street lighting columns and replacement of underground cable network at South Street, Bell Street and Church Street, St Andrews - Approved - 10/01/08
- 08/00008/EFULL - Installation of street furniture (cycle racks, benches and information boards) - Approved - 12/11/08
- 11/04155/FULL - Installation of parking ticket machine - Approved - 30/11/11
- 11/04157/FULL - Installation of parking ticket machine - Approved - 28/11/11
- 11/04166/FULL - Installation of parking ticket machine - Approved - 30/11/11
- 11/05904/FULL - Installation of replacement street lighting - Approved - 26/01/12
- 20/02277/COVR - Relaxation of planning permission to allow for covered external seating area - Refused - 18/11/20
- 20/03085/COVR - Relaxation of planning permission to allow for covered external seating area - Approved - 15/12/20
- 21/00083/FULL - Erection of temporary free standing external seating pods (Annually from October- May 2023) - Approved- 09/03/21
- 22/01475/FULL - Siting of seating pods including canopy. - Approved - 16/09/22

### **1.4 Application Procedures**

1.4.1 Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017). Under Section 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should pay special attention to the desirability of preserving or enhancing the character or appearance of the relevant designated area.

1.4.2 National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan. The SESplan and TAYplan Strategic Development Plans and any supplementary guidance issued in connection with them cease to have effect and no longer form part of the Development Plan. In the context of the material considerations relevant to this application there are no areas of conflict between the overarching policy provisions of the now adopted NPF4 and the adopted FIFEplan LDP 2017.

1.4.3 Under The Town and Country Planning (Notification of Applications) (Scotland) Direction 2009 (as per the advice contained within Circular 3/2009) that where Fife Council has an interest in an application as applicant or landowner or where the Council has a financial interest in the proposed development, the Scottish Ministers must be notified of the application before planning permission is granted but only where the development is considered to be significantly contrary to the Development Plan. Such a procedure allows Ministers to consider whether any possible conflicts of interest may have unduly influenced the planning authority or have made it difficult for the authority to retain an impartial view of the merits of the proposed development. The Direction also advises that planning authorities are not required to inform objectors of their intention to grant planning permission or advise them of their reasons for doing so, nor does it require an authority to invite further comment prior to notifying Ministers. In this instance the proposed development is not considered to be significantly contrary to the Development Plan and therefore, if approved or refused, the application should not be referred to Scottish Ministers but can be determined by the Council and the decision notice issued.

1.4.4 Concerns have been raised land ownership certificates submitted as part of this application. The relevant land ownership certificate have been submitted as part of this application and relevant advertisement and site notices were posted.

1.4.5 The most recent site visit was undertaken on 27/01/2025.

## **1.5 Background**

1.5.1 During 2021, to help people comply with the Scottish Government's social distancing requirements associated with Covid-19, Fife Council extended the footway width at five locations on South Street. The buildouts were not of a permanent nature and used materials which could be removed when required. Hospitality premises adjacent to the buildouts were able to use these areas for their customers, without the need to obtain planning consent, due to the Scottish Government's special guidance during this period.

With the aim of boosting hospitality and town centre recovery, after the end of the special guidance, the Scottish Government amended the permitted development rights for the hospitality sector (April 2023). The change permitted hospitality premises to place furniture adjacent to their premises, for the purposes of selling or serving food or drink from their premises, without the need to apply for planning consent.

In January 2023, public consultation was undertaken on the future of these buildout areas. Concerns have been raised regarding the results of the survey, with the views of the public not being taken into account. The results of the survey were that 46% of respondents were in favour of retaining the additional pedestrian spaces, versus 42% that wanted these spaces removed. Additionally, 12% were in favour of keeping some of the implemented zones.

The results were reported to the North East Fife Area Committee on 26th April 2023 and retention of footway extensions was approved, with Roads & Transportation Service being instructed to advance design work to make these spaces permanent.



## **1.6 Relevant Policies**

### **National Planning Framework 4 (2023)**

#### **Policy 6: Forestry, woodland and trees**

To protect and expand forests, woodland and trees.

#### **Policy 7: Historic assets and places**

NPF4 Policy 7 stipulates development proposals in conservation areas will ensure that existing natural and built features which contribute to the character of the conservation area and its setting, including structures, boundary walls, railings, trees and hedges, are retained and mitigated.

#### **Policy 13: Sustainable transport**

NPF4 Policy 13 states that development proposals will be supported where it can be demonstrated that the transport requirements generated have been considered in line with the sustainable travel and where appropriate they will be accessible by public transport.

#### **Policy 14: Design, quality and place**

NPF4 Policy 14 states development proposals should be designed to improve the quality of an area whether in urban or rural locations and regardless of scale. NPF Policy 14 also stipulates development proposals will be supported where they are consistent with the six qualities of successful places: healthy, pleasant, connected, distinctive, sustainable, and adaptable.

#### **Policy 15: Local Living and 20 minutes neighbourhoods**

To encourage, promote and facilitate the application of the Place Principle and create connected and compact neighbourhoods where people can meet the majority of their daily needs within a reasonable distance of their home, preferably by walking, wheeling or cycling or using sustainable transport options.

### **Adopted FIFEplan (2017)**

#### **Policy 1: Development Principles**

FIFEplan Policy 1 Development Principles states that development proposals will be supported if they conform to relevant Development Plan policies and proposals and address their individual and cumulative impacts. The principle of development will be supported if the site is either within a defined settlement boundary and compliant with the policies for the location or in a location where the proposed use is supported by the Local Development Plan.

#### **Policy 3: Infrastructure and Services**

FIFEplan Policy 3 states where necessary and appropriate as a direct consequence of the development or as a consequence of cumulative impact of development in the area, development proposals must incorporate measures to ensure that they will be served by adequate infrastructure and services. Such infrastructure and services may include local transport and safe access routes which link with existing networks, including for walking and cycling, utilising the guidance in Making Fife's Places Supplementary Guidance.

## **Policy 10: Amenity**

FIFEplan Policy 10 Amenity states that development will only be supported if it does not have a significant detrimental impact on the amenity of existing or proposed land uses. Development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to air quality, contaminated and unstable land, noise/light/odour pollution, traffic movements, privacy, loss of sunlight/daylight, visual appeal of surrounding area or the operation of existing or proposed businesses. Policy 10 also states development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to traffic movements.

## **Policy 13: Natural Environment and Access**

Outcomes: Fife's environmental assets are maintained and enhanced; Green networks are developed across Fife; Biodiversity in the wider environment is enhanced and pressure on ecosystems reduced enabling them to more easily respond to change; Fife's natural environment is enjoyed by residents and visitors.

## **Policy 14: Built and Historic Environment**

FIFEplan Policy 14 Built and Historic Environment states that development which protects or enhances buildings or other built heritage of special architectural or historic interest will be supported. Proposals will not be supported where it is considered they will harm or damage listed buildings or their setting, including structures or features of special architectural or historic interest and sites recorded in the Inventory Historic Gardens and Designed Landscapes. For all historic buildings and archaeological sites, whether statutorily protected or not, support will only be given if, allowing for any possible mitigating works, there is no adverse impact on the special architectural or historic interest of the building or character or appearance of the conservation area.

## **National Guidance and Legislation**

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

## **Supplementary Guidance**

### **Making Fife's Places Supplementary Planning Guidance (2018)**

This document sets out Fife Council's expectations for the design of development in Fife. It explains the role of good design in creating successful places where people will want to live work and play through an integrated approach to buildings, spaces and movement.

## **Planning Policy Guidance**

### **St Andrews Design Guidelines (2011)**

This sets out a number of principles to ensure appropriate design and materials are incorporated into new development. The guidance advises that buildings should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate.

## **Planning Customer Guidelines**

Fife Council Planning Customer Guidelines: Trees and Development (2016)

## **Other Relevant Guidance**

### **Fife Council's St Andrews Conservation Area Appraisal and Management Plan (2010)**

This provides a detailed conservation review of the town's Conservation Area boundaries. Further to this, it also aims to highlight the key townscape, architecture and historic issues considered to be important to the character of the town as a whole. The document also identifies important conservation issues and provides a framework for the conservation area's future management. The general advice, guidance, and management considerations referred to are relevant to all new development opportunities within the Conservation Area itself and mirror the advice contained within the HES Historic Environment Policy for Scotland (May 2019).

### **St Andrews Local Place Plan (May 2024)**

## **2.0 Assessment**

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### **2.1 Relevant Matters**

The matters to be assessed against the development plan and other material considerations are:

- Principle of Development
- Design/Visual Impact on Conservation Area and Setting of Listed Building
- Residential Amenity
- Road Safety
- Archaeology
- Trees

### **2.2 Principle of Development**

**2.2.1** Policy 15 of NPF4, Policy 1 of the Adopted FIFEplan – Fife Local Development Plan (2017); the LDP apply.

**2.2.2** In simple land use grounds, the principle of the external alterations including repaving works. door clearly meets the requirements of the Development Plan and national guidance by virtue of the site being designated within the settlement boundary of St Andrews.

Notwithstanding this, the overall acceptability of the application is subject to the development satisfying other policy criteria such as residential amenity, visual impact and other matters all of which are considered in detail below.

**2.2.3** Concerns have been raised regarding the use of pavement areas by adjacent businesses, whilst a supporting comment has been received regarding the extra space for pedestrians. Although this does not form part of this application, Class 9L of the Town and Country Planning (General Permitted Development) (Scotland) Amendment Order 2023 allows the use of the pavement area by adjacent businesses.

**2.2.4** It is therefore considered that the proposal does comply with the provisions of the Adopted FIFEplan (2017) policy 1, part a criterion 1.

## **2.3 Design and Layout / Visual Impact**

**2.3.1** The relevant provisions of NPF4 policies 7 and 14 and FIFEplan Policies 1, 10 and 14 apply. Making Fife's Places Supplementary Guidance (2018), St Andrews Conservation Area Appraisal and Management Plan (2010), St Andrews design Guidelines (2011), Historic Environment Scotland Policy Statement (2019), and Historic Environment Scotland Managing Change series are also relevant here.

**2.3.2** The St Andrews Design Guidelines (2011) sets out appropriate principles to guide public and private works in St Andrews central conservation area and the townscape on its main approaches. This document aims to ensure an appropriate approach to conservation, repair, adaptation, improvement and renewal of historic buildings and streetscape; restoring original materials and details where practicable. The guidance advises that development should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate. Key principles related to the proposed development include:

- Guideline 26 - Conserve the surviving traditional natural surfacing stones and details unless there are absolutely compelling functional reasons for change / replacement.
- Guideline 27 - Lay new footpath and carriageway surfacing according to the hierarchy of materials and elements set out in Figures 49 & 50 and relating to adjacent building frontages.
- Guideline 28 - Use simple unobtrusive contemporary detail design solutions to meet requirements for drop kerbs, tactile surfaces etc.
- Guideline 29 - Restrict the use of modern concrete surfacing materials to areas beyond the public realm of the historic streets.
- Guideline 38- Select street furniture of good functional design and longevity and low long-term maintenance, which is appropriate to its setting and part of a consistent range throughout the town centre, based on the criteria set out in the table in Figure 69.
- Guideline 41 - Install street furniture in carefully considered locations to avoid visual clutter, litter collection, and detracting from the setting of listed buildings or key frontages, and to provide a clear movement zone 2 metres wide wherever possible.

The guidance states that street surfaces are important as the foreground for the historic buildings, and as the continuous link giving cohesion to the townscape as a whole. Within the historic core, repairs and new work - to adopted carriageways, pavements, and areas visible from the public realm - should continue the restoration or reintroduction of traditional materials and details wherever possible. Figure 49 provides a table setting out a hierarchy of paving

materials and elements appropriate to the character and importance of the location within the historic core.

**2.3.3** Figure 49 of the Design Guidelines states that for the pavement on Main streets/key frontages/civic spaces Caithness slabs and whinstone kerbs are acceptable. Paragraph 4.32 of the Design Guidelines states that new seating should continue the theme of timber slats with natural finish; as a traditional timber bench or set on a cast metal frame (preferably aluminium - painted within the historic core) of classic design.

**2.3.4** Concerns have been raised regarding the impact on the character of the conservation area and compliance with the St Andrews Design Guidance, whilst a supporting comment has been received with regards the proposed street furniture. The proposal includes removing the temporary bituminous surfacing and replacing this with Caithness slabbed footway, whin stone kerbs, cycle rack and traditional seat (timber with metal frame). The location of the street furniture will still allow clear movement zone for pedestrians. The materials proposed for the surfacing and street furniture are compliant with the St Andrews Design Guidance as set out in paragraph 2.3.3. The proposed works would provide a visual improvement to what is there at present, and the footway and proposed street furniture would be finished in a similar way to other areas in the St Andrews Public Realm. It is considered that the proposal would improve the visual amenity of the area and have a positive contribution to the conservation area and comply with the St Andrews Design Guidelines.

## **2.4 Residential Amenity**

**2.4.1** The relevant provisions of NPF4 policy 14 and FIFEplan Policies 1 and 10 apply.

**2.4.2** The application site relates to the existing temporary build out in front of 201 South Street (north side of South Street). The proposal includes removing the bituminous surfacing and replacing this with Caithness slabbed footway with whin stone kerbs and cycle rack and traditional seat. The proposed changes will not impact on the residential amenity of the surrounding area.

**2.4.3** In this instance, it is considered that the proposed works do comply with policy 10 criterion 3 in that the development would not have a significant detrimental impact on the residential amenity of the surrounding area (access or noise whilst works are carried out) and therefore does comply with the adopted FIFEplan (2017).

## **2.5 Road Safety**

**2.5.1** Policies 13, 14, and 15 of NPF4, Policies 1 and 3 of the LDP, Making Fife's Places Supplementary Guidance apply.

**2.5.2** As stated in paragraph 1.5.1, public consultation was taken on the future of the build out areas. The results of this public consultation were reported to the North East Fife Area Committee on 26<sup>th</sup> April 2023 and the North East Fife Area Committee approved the retention of these build out areas. Therefore, these proposals carry endorsement from another Council Committee, albeit that it is for the North East Planning Committee to determine the acceptability or otherwise of the proposal in terms of its planning remit.

**2.5.3** The concerns over the loss of public parking in this specific location and the other 4 locations throughout South Street are noted, however in this instance the loss of parking can be undertaken outwith the planning process under The Roads (Scotland) Act 1984. Therefore, the removal of public parking spaces can be undertaken outwith the planning process, as that in itself isn't development and could be actioned by the Roads Authority under their regulatory remit.

**2.5.4** Concerns have been raised regarding the loss of parking spaces. Policy 13 NPF4 aims to encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably. Proposals which are ambitious in terms of low/no car parking will be supported, particularly in urban locations that are well-served by sustainable transport modes and where they do not create barriers to access by disabled people. In keeping with National Transport Strategy 2, Fife Council's sustainable travel hierarchy (Local Transport Strategy for Fife, 2023-33), places the needs of pedestrians and wheelers at the top, with the needs of private car users ranked behind cyclists, public transport, taxis and shared transport. SEStran's 'Regional Transport Strategy 2025-2025 Refresh' also emphasises the need to increase walking and cycling and reduce motorised travel. The application site is located within the St Andrews Town Centre boundary and is well served by sustainable transport modes, therefore the loss of parking spaces in this location are acceptable. The installation of the proposal is in keeping with aspirations of the Council's Climate Strategy 'Climate Fife: Sustainable Energy and Climate Action Plan 2020-2030' since the proposal will provide areas of high-quality public realm, encouraging people to walk, rather than using a vehicle for short trips. Fife Council's Transportation Development Management (TDM) team were consulted and expressed no objections to the proposed development.

**2.5.5** Concerns have been raised regarding the impact on road safety in terms of vehicle manoeuvring and servicing of the surrounding business. Given the town centre location, there are a number of retail/commercial/licenced premises within the vicinity where deliveries take place on the public road, it is considered that this would not be worse than the current situation in terms of road safety impacts.

**2.5.6** Concerns have been raised regarding the need for more cycle racks. The provision of cycle racks is in keeping with the aspirations of NPF4 to promote sustainable travel. Also, in this location on South Street there are no cycle racks at present.

**2.5.7** Concerns have been raised that this proposal would potentially affect delivery of elements (the commission of a town centre circulation plan) of the registered Local Place Plan for St Andrews. Local Place Plans registered through Fife Council will not be part of the 'development plan' as defined by the Planning Act but will feed into the preparation of Fife's Local Development Plan 2 which is at the early stages of preparation. The Local Place Plan is a material planning consideration in the assessment of planning applications but given the early stages of LDP2 and that the Development Plan remains the starting point for decision-making in the planning process, it is considered that the material weight given to the Local Place Plan at this stage is limited and this proposal is acceptable in terms of the relevant planning policies.

**2.5.8** The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

## 2.6 Archaeology

**2.6.1** Policy 7 of NPF4 and Policies 1 and 14 of the LDP apply.

**2.6.2** Fife Councils Archaeologist was consulted on this application and has no objection to this application. The public realm improvements proposed fall within the area designated in FIFEplan as St Andrews Archaeological Area of Regional Importance. FIFEplan Policy 14 states: The archaeological investigation of all buried sites and standing historic buildings within an Archaeological Area of Regional Importance will be required in advance of development unless good reason for an exemption can be shown. There is a good reason for an exemption in this case insofar as the installation of the pavement 'buildouts' will involve only shallow sub-surface disturbance on ground that has been deeply disturbed by modern road construction works.

**2.6.3** The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

## 2.7 Trees

**2.7.1** The relevant provisions of NPF4 policies 1 and 3 and FIFEplan Policies 1 and 13 apply. Making Fife's Places Supplementary Guidance (2018) also applies.

**2.7.2** The applicant has provided a Tree Survey & Arboricultural Method Statement as part of this application. There are two trees within the application site, and they will not be removed. A tree protection plan has been submitted setting out the protection works that will be undertaken within the root protection area of these trees as part of this proposal. Fife Councils Tree Officer was consulted on this application and is supportive of the proposed tree protection plan.

**2.7.3** The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

## 3.0 Consultation Summary

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TDM, Planning Services	No objection
Trees, Planning Services	No objection
Community Council	Object
Archaeology Team, Planning Services	No objection

## 4.0 Representation Summary

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### 4.1

25 objections, 1 supporting and 2 general comments received.

## 4.2 Material Planning Considerations

### 4.2.1 Objection Comments:

Issue	Addressed in Paragraph
a. Impact on the Conservation Area	2.3.4
b. Compliance with St Andrews Design Guidance	2.3.4
c. Loss of Parking	2.5.1
d. Road Safety – Manoeuvring & Servicing	2.5.2
e. Cycle Rack	2.5.3
f. Procedural concerns	1.4.4
g. Survey results	1.5.1

### 4.2.2 Support Comments

a. support for street furniture and more room for pedestrians	2.2.3 & 2.3.4
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### 4.2.3 Other Concerns Expressed

a. Concerns regarding upkeep of existing pavements	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
b. Concerns regarding illegal parking	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
c. Concerns regarding timing of survey and methodology used.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
d. Concerns have been raised regarding lack of provision of bins.	Comments noted; however, given the town centre location there are bins located throughout this area.
e. Concerns regarding businesses storing rubbish on the street.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
f. Concerns have been raised regarding drainage.	Concerns noted; however, the application site is located within the existing adopted road corridor and have hard/ paved surfaces with drainage.
g. Concerns have been raised regarding access to adjacent businesses and access for pedestrians.	Concerns are noted. The proposed buildouts do not restrict access to any



of the adjacent businesses and present no barriers to pedestrians or disabled people.

h. Concerns regarding abandoned bikes.

Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

i. Concerns regarding businesses not paying rates for the use of the space.

Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

j. Concerns have been raised by the public regarding potential antisocial behaviour area due to people congregating in the street and potential build-up of rubbish.

These concerns are noted; however, these concerns are not a material planning consideration with regards this application. In any instance, it should also be noted that Fife Council's Public Protection team can control noise and odours under their own legislative processes and through the use of appropriate enforcement measures if required and should any complaints be received. If any of the potential customers were to litter or cause damage/anti-social behaviour outwith the site then this would be considered a matter which could also be dealt with under separate legislation or by separate authorities, outwith the control of the planning system.

k. Concerns raised regarding the waste of public funds.

Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

l. Concerns regarding people queuing for businesses spilling onto the carriageway due to the buildouts.

Concerns have been raised regarding potential impact on people queuing to get into the premises on other pedestrian users of the footpath outside this application site, however, this is not a material consideration with regards this application as the planning authority cannot regulate nor control how people act.

m. Concerns regarding how previous applications were dealt with and how consultees responded.

Concerns noted. Each application is assessed and on its own merits with regards the relevant Development Plan policies and Material Planning considerations. Consultee comments

help inform part of the overall assessment.

## 5.0 Conclusions

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This full planning application for environmental improvements to the public realm is deemed acceptable in terms of in terms of design, detailing and choice of materials; and would protect and enhance the character and appearance of the conservation area as a whole. In light of the above, the proposal would be deemed to preserve the character of the surrounding St Andrews Conservation Area, and as such, comply with NPF4 and FIFEplan 2017 policies and other related guidance. The application is therefore recommended for conditional approval.

## 6.0 Recommendation

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It is accordingly recommended that the application be approved subject to the following conditions and reasons:

### **CONDITIONS:**

1. The development to which this permission relates must be commenced no later than 3 years from the date of this permission.

Reason: In order to comply with the provisions of Section 58 of the Town and Country Planning (Scotland) Act 1997, as amended by Section 32 of The Planning (Scotland) Act 2019.

2. BEFORE ANY WORKS START ON SITE, the developer shall submit, details and specifications of the protective measures necessary to safeguard the trees on the site during development operations. This Planning Authority shall be formally notified in writing of the completion of such measures and no work on site shall commence until the Planning Authority has confirmed in writing that the measures as implemented are acceptable. The protective measures shall be retained in a sound and upright condition throughout the demolition/development operations and no building materials, soil or machinery shall be stored in or adjacent to the protected area, including the operation of machinery.

Reason: In the interests of visual amenity and the protection of local ecology

## 7.0 Background Papers

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In addition to the application the following documents, guidance notes and policy documents form the background papers to this report.

[National Planning Framework 4 \(2023\)](#)

[FIFEplan Local Development Plan \(2017\)](#)

## [Planning Guidance](#)

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

Development Plan:

NPF4 (2023)

FIFEplan Local Development Plan (2017)

Making Fife's Places Supplementary Guidance (2018)

Other Guidance:

Fife Council Planning Customer Guidelines - Trees and Development (2016)

St Andrews Conservation Area and Management Plan (2013)

St Andrews Design Guidelines (2007)

St Andrews Local Place Plan (May 2024)

Report prepared by Scott McInroy, Chartered Planner Development Management.

Report reviewed and agreed by Alastair Hamilton, Service Manager (Committee Lead) 3/2/25.

Committee Date: 12/02/2025

Agenda Item No. 13

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**Application for Full Planning Permission**

**Ref: 24/02027/FULL**

**Site Address: 73 - 107 South Street St Andrews**

**Proposal: Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture, cycle racks and associated landscaping**

**Applicant: Fife Council, Fife House North Street**

**Date Registered: 8 August 2024**

**Case Officer: Scott McInroy**

**Wards Affected: W5R18: St. Andrews**

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### **Reasons for Referral to Committee**

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This application requires to be considered by the Committee because the application has attracted six or more separate individual representations which are contrary to the officer's recommendation.

### **Summary Recommendation**

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The application is recommended for: Conditional Approval

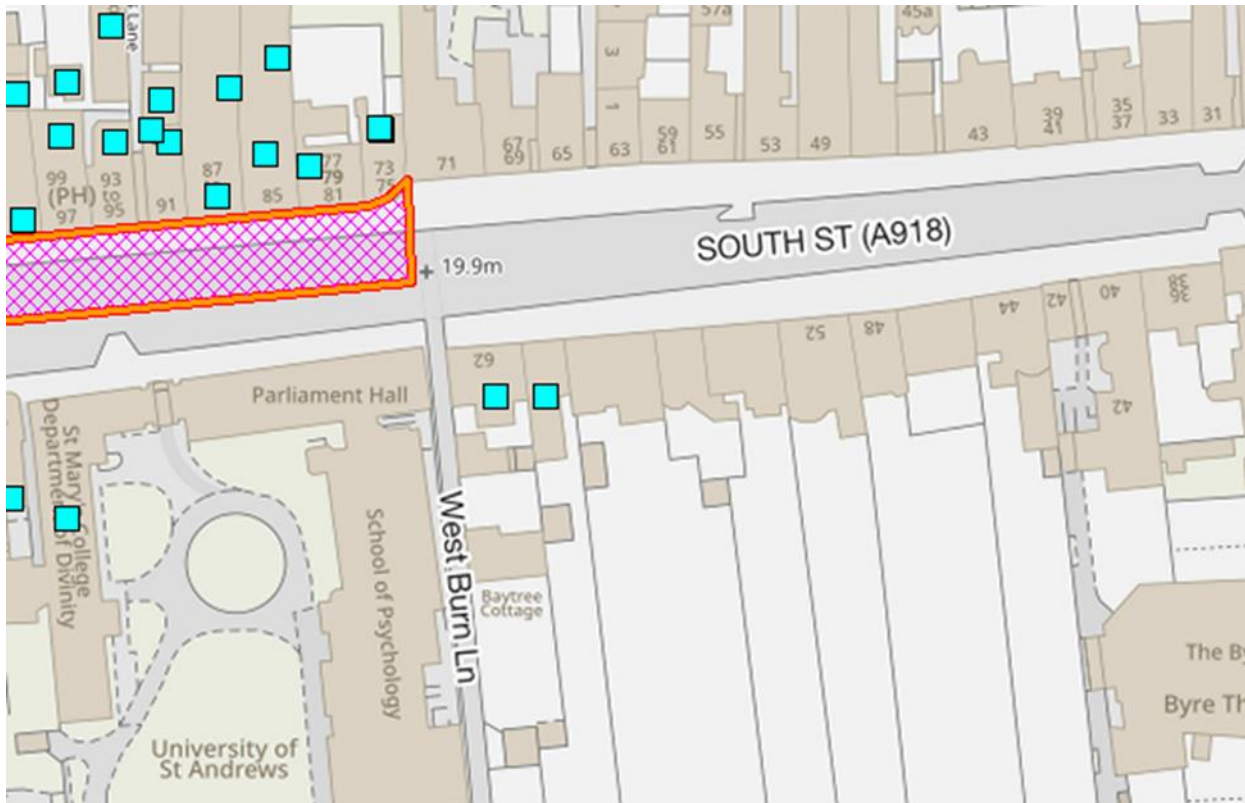
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## **1.0 Background**

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### **1.1 The Site**

## 1.1.2 LOCATION PLAN



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**1.1.2** This application relates to the existing temporary build out on the north side of south Street from numbers 73 – 107. The site itself is an adopted road within the St Andrews settlement boundary, town centre boundary and the Central St Andrews Conservation Area as per the adopted FIFEplan (2017). The application site itself is 87m in length on the north side and 13m in width. The application site has an area of 1150 sqm. The buildout is in front of a combination of Category C and Category B listed buildings. There is a Category A listed building located to the east of the buildout, but out with the site boundary. Category A listed buildings are located on the opposite side of the road (south side). The application site was previously 22 parking spaces.

## 1.2 The Proposed Development

**1.2.1** Planning permission is sought for the environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks. This application is to replace the existing temporary buildouts with permanent measures. At present the existing temporary buildouts mainly comprise timber edging that is bolted to the underlying carriageway; bituminous surfacing, approximately 50mm-100mm deep and removable timber planters. The proposed buildout area itself would be slightly different in shape than what is there at present. The proposed buildout area itself would be 79m in length, 9.4m in width at the widest area and 4.9m wide at the shortest section). A loading bay is proposed at the western area, whilst a disabled parking space is proposed at the eastern section. Four moveable planters are proposed across the application site. The proposed permanent buildout would be finished in Caithness stone slabs and whin stone kerbs, similar to those already installed in South Street and Market Street. Two cycle racks are also proposed, to match other cycle parking racks, with an approximate width of 0.9m, and spacing approximately of 0.9m, along with two heritage style timber bench with black metal supports and two heritage style timber seats.

### 1.3 Relevant Planning History

- 04/03580/EFULL - Environmental improvements to South Street, including new street lights, new paving, alteration to pavements, parking layout and ancillary street furniture, and felling and replanting trees - Refused - 20/01/05
- 07/02857/EFULL - Replacement of street lighting columns and replacement of underground cable network at South Street, Bell Street and Church Street, St Andrews - Approved - 10/01/08
- 08/00008/EFULL - Installation of street furniture (cycle racks, benches and information boards) - Approved - 12/11/08
- 11/04155/FULL - Installation of parking ticket machine - Approved - 30/11/11
- 11/04157/FULL - Installation of parking ticket machine - Approved - 28/11/11
- 11/04166/FULL - Installation of parking ticket machine - Approved - 30/11/11
- 11/05904/FULL - Installation of replacement street lighting - Approved - 26/01/12
- 02/01035/EFULL - Change use of pavement to outdoor seating area - Approved - 18/06/02
- 04/02722/EFULL - Change of use of pavement to outdoor seating area - Approved - 14/10/04
- 06/00488/ELBC - External alterations to listed building including installation of awning - Approved - 14/06/06
- 06/00489/EFULL - Alterations to public house frontage including installation of awning - Approved - 14/06/06
- 07/00996/EFULL - Change of use of pavement to seating area (retrospective) - Approved - 17/05/07
- 22/03152/FULL - Change of use from public footpath to allow siting of marquee. - Withdrawn - 24/04/23

### 1.4 Application Procedures

1.4.1 Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017). Under Sections 59(1) and 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should pay special attention to the desirability of preserving or enhancing the character or appearance of the relevant designated area.

1.4.2 National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan. The SESplan and TAYplan Strategic Development Plans and any supplementary guidance issued in connection with them cease to have effect and no longer form part of the Development Plan. In the context of the material considerations relevant to this application there are no areas of conflict between the overarching policy provisions of the now adopted NPF4 and the adopted FIFEplan LDP 2017.

1.4.3 Under The Town and Country Planning (Notification of Applications) (Scotland) Direction 2009 (as per the advice contained within Circular 3/2009) that where Fife Council has an interest in an application as applicant or landowner or where the Council has a financial interest in the proposed development, the Scottish Ministers must be notified of the application before planning permission is granted but only where the development is considered to be significantly contrary to the Development Plan. Such a procedure allows Ministers to consider whether any possible conflicts of interest may have unduly influenced the planning authority or have made it difficult for the authority to retain an impartial view of the merits of the proposed development. The Direction also advises that planning authorities are not required to inform objectors of their intention to grant planning permission or advise them of their reasons for doing so, nor does it require an authority to invite further comment prior to notifying Ministers. In this instance the proposed development is not considered to be significantly contrary to the Development Plan and therefore, if approved or refused, the application should not be referred to Scottish Ministers but can be determined by the Council and the decision notice issued.

1.4.4 Concerns have been raised land ownership certificates submitted as part of this application. The relevant land ownership certificate have been submitted as part of this application and relevant advertisement and site notices were posted.

1.4.5 The most recent site visit was undertaken on 27/01/2025.

## **1.5 Background**

1.5.1 During 2021, to help people comply with the Scottish Government's social distancing requirements associated with Covid-19, Fife Council extended the footway width at five locations on South Street. The buildouts were not of a permanent nature and used materials which could be removed when required. Hospitality premises adjacent to the buildouts were able to use these areas for their customers, without the need to obtain planning consent, due to the Scottish Government's special guidance during this period.

With the aim of boosting hospitality and town centre recovery, after the end of the special guidance, the Scottish Government amended the permitted development rights for the hospitality sector (April 2023). The change permitted hospitality premises to place furniture adjacent to their premises, for the purposes of selling or serving food or drink from their premises, without the need to apply for planning consent.

In January 2023, public consultation was undertaken on the future of these buildout areas. Concerns have been raised regarding the results of the survey, with the views of the public not being taken into account. The results of the survey were that 46% of respondents were in favour of retaining the additional pedestrian spaces, versus 42% that wanted these spaces removed. Additionally, 12% were in favour of keeping some of the implemented zones.

The results were reported to the North East Fife Area Committee on 26th April 2023 and retention of footway extensions was approved, with Roads & Transportation Service being instructed to advance design work to make these spaces permanent.

## **1.6 Relevant Policies**

### **National Planning Framework 4 (2023)**

#### **Policy 6: Forestry, woodland and trees**

To protect and expand forests, woodland and trees.

#### **Policy 7: Historic assets and places**

NPF4 Policy 7 stipulates development proposals in conservation areas will ensure that existing natural and built features which contribute to the character of the conservation area and its setting, including structures, boundary walls, railings, trees and hedges, are retained and mitigated.

#### **Policy 13: Sustainable transport**

NPF4 Policy 13 states that development proposals will be supported where it can be demonstrated that the transport requirements generated have been considered in line with the sustainable travel and where appropriate they will be accessible by public transport.

#### **Policy 14: Design, quality and place**

NPF4 Policy 14 states development proposals should be designed to improve the quality of an area whether in urban or rural locations and regardless of scale. NPF Policy 14 also stipulates development proposals will be supported where they are consistent with the six qualities of successful places: healthy, pleasant, connected, distinctive, sustainable, and adaptable.

#### **Policy 15: Local Living and 20 minutes neighbourhoods**

To encourage, promote and facilitate the application of the Place Principle and create connected and compact neighbourhoods where people can meet the majority of their daily needs within a reasonable distance of their home, preferably by walking, wheeling or cycling or using sustainable transport options.

### **Adopted FIFEplan (2017)**

#### **Policy 1: Development Principles**

FIFEplan Policy 1 Development Principles states that development proposals will be supported if they conform to relevant Development Plan policies and proposals and address their individual and cumulative impacts. The principle of development will be supported if the site is either within a defined settlement boundary and compliant with the policies for the location or in a location where the proposed use is supported by the Local Development Plan.

#### **Policy 3: Infrastructure and Services**

FIFEplan Policy 3 states where necessary and appropriate as a direct consequence of the development or as a consequence of cumulative impact of development in the area, development proposals must incorporate measures to ensure that they will be served by adequate infrastructure and services. Such infrastructure and services may include local transport and safe access routes which link with existing networks, including for walking and cycling, utilising the guidance in Making Fife's Places Supplementary Guidance.



## **Policy 10: Amenity**

FIFEplan Policy 10 Amenity states that development will only be supported if it does not have a significant detrimental impact on the amenity of existing or proposed land uses. Development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to air quality, contaminated and unstable land, noise/light/odour pollution, traffic movements, privacy, loss of sunlight/daylight, visual appeal of surrounding area or the operation of existing or proposed businesses. Policy 10 also states development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to traffic movements.

## **Policy 13: Natural Environment and Access**

Outcomes: Fife's environmental assets are maintained and enhanced; Green networks are developed across Fife; Biodiversity in the wider environment is enhanced and pressure on ecosystems reduced enabling them to more easily respond to change; Fife's natural environment is enjoyed by residents and visitors.

## **Policy 14: Built and Historic Environment**

FIFEplan Policy 14 Built and Historic Environment states that development which protects or enhances buildings or other built heritage of special architectural or historic interest will be supported. Proposals will not be supported where it is considered they will harm or damage listed buildings or their setting, including structures or features of special architectural or historic interest and sites recorded in the Inventory Historic Gardens and Designed Landscapes. For all historic buildings and archaeological sites, whether statutorily protected or not, support will only be given if, allowing for any possible mitigating works, there is no adverse impact on the special architectural or historic interest of the building or character or appearance of the conservation area.

## **National Guidance and Legislation**

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

## **Supplementary Guidance**

### **Making Fife's Places Supplementary Planning Guidance (2018)**

This document sets out Fife Council's expectations for the design of development in Fife. It explains the role of good design in creating successful places where people will want to live work and play through an integrated approach to buildings, spaces and movement.

## **Planning Policy Guidance**

### **St Andrews Design Guidelines (2011)**

This sets out a number of principles to ensure appropriate design and materials are incorporated into new development. The guidance advises that buildings should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate.

## **Planning Customer Guidelines**

Fife Council Planning Customer Guidelines: Trees and Development (2016)

## **Other Relevant Guidance**

### **Fife Council's St Andrews Conservation Area Appraisal and Management Plan (2010)**

This provides a detailed conservation review of the town's Conservation Area boundaries. Further to this, it also aims to highlight the key townscape, architecture and historic issues considered to be important to the character of the town as a whole. The document also identifies important conservation issues and provides a framework for the conservation area's future management. The general advice, guidance, and management considerations referred to are relevant to all new development opportunities within the Conservation Area itself and mirror the advice contained within the HES Historic Environment Policy for Scotland (May 2019).

## **ST Andrews Local Place Plan (2024)**

# **2.0 Assessment**

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## **2.1 Relevant Matters**

The matters to be assessed against the development plan and other material considerations are:

- Principle of Development
- Design/Visual Impact on Conservation Area and Setting of Listed Building
- Residential Amenity
- Road Safety
- Archaeology
- Trees

## **2.2 Principle of Development**

**2.2.1** Policy 15 of NPF4, Policy 1 of the Adopted FIFEplan – Fife Local Development Plan (2017); the LDP apply.

**2.2.2** In simple land use grounds, the principle of the external alterations including repaving works. door clearly meets the requirements of the Development Plan and national guidance by virtue of the site being designated within the settlement boundary of St Andrews. Notwithstanding this, the overall acceptability of the application is subject to the development

satisfying other policy criteria such as residential amenity, visual impact and other matters all of which are considered in detail below.

**2.2.3** Concerns have been raised regarding the use of pavement areas by adjacent businesses whilst a supporting comment has been received regarding the principle of development. Although this does not form part of this application, Class 9L of the Town and Country Planning (General Permitted Development) (Scotland) Amendment Order 2023 allows this use of the pavement area by adjacent businesses.

**2.2.4** It is therefore considered that the proposal does comply with the provisions of the Adopted FIFEplan (2017) policy 1, part a criterion 1.

## **2.3 Design and Layout / Visual Impact**

**2.3.1** The relevant provisions of NPF4 policies 7 and 14 and FIFEplan Policies 1, 10 and 14 apply. Making Fife's Places Supplementary Guidance (2018), St Andrews Conservation Area Appraisal and Management Plan (2010), St Andrews design Guidelines (2011), Historic Environment Scotland Policy Statement (2019), and Historic Environment Scotland Managing Change series are also relevant here.

**2.3.2** The St Andrews Design Guidelines (2011) sets out appropriate principles to guide public and private works in St Andrews central conservation area and the townscape on its main approaches. This document aims to ensure an appropriate approach to conservation, repair, adaptation, improvement and renewal of historic buildings and streetscape; restoring original materials and details where practicable. The guidance advises that development should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate. Key principles related to the proposed development include:

- Guideline 26 - Conserve the surviving traditional natural surfacing stones and details unless there are absolutely compelling functional reasons for change / replacement.
- Guideline 27 - Lay new footpath and carriageway surfacing according to the hierarchy of materials and elements set out in Figures 49 & 50 and relating to adjacent building frontages.
- Guideline 28 - Use simple unobtrusive contemporary detail design solutions to meet requirements for drop kerbs, tactile surfaces etc.
- Guideline 29 - Restrict the use of modern concrete surfacing materials to areas beyond the public realm of the historic streets.
- Guideline 38- Select street furniture of good functional design and longevity and low long-term maintenance, which is appropriate to its setting and part of a consistent range throughout the town centre, based on the criteria set out in the table in Figure 69.
- Guideline 41 - Install street furniture in carefully considered locations to avoid visual clutter, litter collection, and detracting from the setting of listed buildings or key frontages, and to provide a clear movement zone 2 metres wide wherever possible.

The guidance states that street surfaces are important as the foreground for the historic buildings, and as the continuous link giving cohesion to the townscape as a whole. Within the historic core, repairs and new work - to adopted carriageways, pavements, and areas visible from the public realm - should continue the restoration or reintroduction of traditional materials and details wherever possible. Figure 49 provides a table setting out a hierarchy of paving

materials and elements appropriate to the character and importance of the location within the historic core.

**2.3.3** Figure 49 of the Design Guidelines states that for the pavement on Main streets/key frontages/civic spaces Caithness slabs and whinstone kerbs are acceptable. Paragraph 4.32 of the Design Guidelines states that new seating should continue the theme of timber slats with natural finish; as a traditional timber bench or set on a cast metal frame (preferably aluminium - painted within the historic core) of classic design.

**2.3.4** Concerns have been raised regarding the impact on the character of the conservation area, compliance with the St Andrews Design Guidance and the proposed street furniture causing clutter. The proposal includes removing the temporary bituminous surfacing and replacing this with Caithness slabbed footway, whin stone kerbs, cycle rack and traditional seat (timber with metal frame). The location of the street furniture will still allow clear movement zone for pedestrians. The materials proposed for the surfacing and street furniture are compliant with the St Andrews Design Guidance as set out in paragraph 2.3.3. The proposed works would provide a visual improvement to what is there at present, and the footway and proposed street furniture would be finished in a similar way to other areas in the St Andrews Public Realm. It is considered that the proposal would improve the visual amenity of the area and have a positive contribution to the conservation area and comply with the St Andrews Design Guidelines.

## **2.4 Residential Amenity**

**2.4.1** The relevant provisions of NPF4 policy 14 and FIFEplan Policies 1 and 10 apply.

**2.4.2** The application site relates to the existing temporary build out in front of 201 South Street (north side of South Street). The proposal includes removing the bituminous surfacing and replacing this with Caithness slabbed footway with whin stone kerbs and cycle rack and traditional seat. The proposed changes will not impact on the residential amenity of the surrounding area.

**2.4.3** In this instance, it is considered that the proposed works do comply with policy 10 criterion 3 in that the development would not have a significant detrimental impact on the residential amenity of the surrounding area (access or noise whilst works are carried out) and therefore does comply with the adopted FIFEplan (2017).

## **2.5 Road Safety**

**2.5.1** Policies 13, 14, and 15 of NPF4, Policies 1 and 3 of the LDP, Making Fife's Places Supplementary Guidance apply.

**2.5.2** As stated in paragraph 1.5.1, public consultation was taken on the future of the build out areas. The results of this public consultation were reported to the North East Fife Area Committee on 26<sup>th</sup> April 2023 and the North East Fife Area Committee approved the retention of these build out areas. Therefore, these proposals carry endorsement from another Council Committee, albeit that it is for the North East Planning Committee to determine the acceptability or otherwise of the proposal in terms of its planning remit.

**2.5.3** The concerns over the loss of public parking in this specific location and the other 4 locations throughout South Street are noted, however in this instance the loss of parking can be undertaken outwith the planning process under The Roads (Scotland) Act 1984. Therefore, the

removal of public parking spaces can be undertaken outwith the planning process, as that in itself isn't development and could be actioned by the Roads Authority under their regulatory remit.

**2.5.4** Concerns have been raised regarding the loss of parking spaces. Policy 13 NPF4 aims to encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably. Proposals which are ambitious in terms of low/no car parking will be supported, particularly in urban locations that are well-served by sustainable transport modes and where they do not create barriers to access by disabled people. In keeping with National Transport Strategy 2, Fife Council's sustainable travel hierarchy (Local Transport Strategy for Fife, 2023-33), places the needs of pedestrians and wheelers at the top, with the needs of private car users ranked behind cyclists, public transport, taxis and shared transport. SEStran's 'Regional Transport Strategy 2025-2025 Refresh' also emphasises the need to increase walking and cycling and reduce motorised travel. The application site is located within the St Andrews Town Centre boundary and is well served by sustainable transport modes, therefore the loss of parking spaces in this location are acceptable. The installation of the proposal is in keeping with aspirations of the Council's Climate Strategy 'Climate Fife: Sustainable Energy and Climate Action Plan 2020-2030' since the proposal will provide areas of high-quality public realm, encouraging people to walk, rather than using a vehicle for short trips. Fife Council's Transportation Development Management (TDM) team were consulted and expressed no objections to the proposed development.

**2.5.5** Concerns have been raised regarding the impact on road safety in terms of vehicle manoeuvring and servicing of the surrounding business. Given the town centre location, there are a number of retail/commercial/licenced premises within the vicinity where deliveries take place on the public road, it is considered that this would not be worse than the current situation in terms of road safety impacts.

**2.5.6** Concerns have been raised regarding the need for more cycle racks. The provision of cycle racks is in keeping with the aspirations of NPF4 to promote sustainable travel. Also, in this location on South Street there are no cycle racks at present.

**2.5.7** Concerns have been raised that this proposal would potentially affect delivery of elements (the commission of a town centre circulation plan) of the registered Local Place Plan for St Andrews. Local Place Plans registered through Fife Council will not be part of the 'development plan' as defined by the Planning Act but will feed into the preparation of Fife's Local Development Plan 2 which is at the early stages of preparation. The Local Place Plan is a material planning consideration in the assessment of planning applications but given the early stages of LDP2 and that the Development Plan remains the starting point for decision-making in the planning process, it is considered that the material weight given to the Local Place Plan at this stage is limited and this proposal is acceptable in terms of the relevant planning policies.

**2.5.8** The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

## **2.6 Archaeology**

**2.6.1** Policy 7 of NPF4 and Policies 1 and 14 of the LDP apply.

**2.6.2** Fife Council's Archaeologist was consulted on this application and has no objection to this application. The public realm improvements proposed fall within the area designated in

FIFEplan as St Andrews Archaeological Area of Regional Importance. FIFEplan Policy 14 states: The archaeological investigation of all buried sites and standing historic buildings within an Archaeological Area of Regional Importance will be required in advance of development unless good reason for an exemption can be shown. There is a good reason for an exemption in this case insofar as the installation of the pavement 'buildouts' will involve only shallow sub-surface disturbance on ground that has been deeply disturbed by modern road construction works.

**2.6.3** The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

## **2.7 Trees**

**2.7.1** The relevant provisions of NPF4 policies 1 and 3 and FIFEplan Policies 1 and 13 apply. Making Fife's Places Supplementary Guidance (2018) also applies.

**2.7.2** The applicant has provided a Tree Survey & Arboricultural Method Statement as part of this application. There are three trees within the application site, and they will not be removed. A tree protection plan has been submitted setting out the protection works that will be undertaken within the root protection area of these trees as part of this proposal. Fife Councils Tree Officer was consulted on this application and is supportive of the proposed tree protection plan.

**2.7.3** The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

## **3.0 Consultation Summary**

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Trees, Planning Services	No objection
TDM, Planning Services	No objection
Community Council	Object
Archaeology Team, Planning Services	No objection

## **4.0 Representation Summary**

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4.1

24 objections, 1 supporting and 1 general comment received.

### **4.2 Material Planning Considerations**

#### **4.2.1 Objection Comments:**

<b>Issue</b>	<b>Addressed in Paragraph</b>
a. Impact on the Conservation Area	2.3.4
b. Compliance with St Andrews Design Guidance	2.3.4
c. Loss of Parking	2.5.1

<b>Issue</b>	<b>Addressed in Paragraph</b>
d. Road Safety – Manoeuvring & Servicing	2.5.2
e. Cycle Rack	2.5.3
f. Procedural concerns	1.4.4
g. Survey results	1.5.1
h. Business uses	2.2.3

#### **4.2.2 Support Comments**

a. support principle of the development

#### **4.2.3 Other Concerns Expressed**

a. Concerns regarding upkeep of existing pavements	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
b. Concerns regarding illegal parking	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
c. Concerns regarding timing of survey and methodology used.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
d. Concerns have been raised regarding lack of provision of bins.	Comments noted; however, given the town centre location there are bins located throughout this area.
e. Concerns regarding businesses storing rubbish on the street.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
f. Concerns have been raised regarding drainage.	Concerns noted; however, the application site is located within the existing adopted road corridor and have hard/ paved surfaces with drainage.
g. Concerns have been raised regarding access to adjacent businesses and access for pedestrians.	Concerns are noted. The proposed buildouts do not restrict access to any of the adjacent businesses and present no barriers to pedestrians or disabled people.
h. Concerns regarding abandoned bikes.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

i. Concerns regarding businesses no paying rates for the use of the space.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
j. Concerns have been raised by the public regarding potential antisocial behaviour area due to people congregating in the street.	These concerns are noted; however, these concerns are not a material planning consideration with regards this application. In any instance, it should also be noted that Fife Council's Public Protection team can control noise and odours under their own legislative processes and through the use of appropriate enforcement measures if required and should any complaints be received. If any of the potential customers were to litter or cause damage/anti-social behaviour outwith the site then this would be considered a matter which could also be dealt with under separate legislation or by separate authorities, outwith the control of the planning system.
k. Concerns raised regarding the waste of public funds.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
l. Concerns regarding how previous applications were dealt with and how consultees responded.	Concerns noted. Each application is assessed and on its own merits with regards the relevant Development Plan policies and Material Planning considerations. Consultee comments help inform part of the overall assessment.

## 5.0 Conclusions

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This full planning application for environmental improvements to the public realm is deemed acceptable in terms of in terms of design, detailing and choice of materials; and would protect and enhance the character and appearance of the conservation area as a whole. In light of the above, the proposal would be deemed to preserve the character of the surrounding St Andrews Conservation Area, and as such, comply with NPF4 and FIFEplan 2017 policies and other related guidance. The application is therefore recommended for conditional approval.



## 6.0 Recommendation

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It is accordingly recommended that the application be approved subject to the following conditions and reasons:

### **CONDITIONS:**

1. The development to which this permission relates must be commenced no later than 3 years from the date of this permission.

Reason: In order to comply with the provisions of Section 58 of the Town and Country Planning (Scotland) Act 1997, as amended by Section 32 of The Planning (Scotland) Act 2019.

2. BEFORE ANY WORKS START ON SITE, the developer shall submit, details and specifications of the protective measures necessary to safeguard the trees on the site during development operations. This Planning Authority shall be formally notified in writing of the completion of such measures and no work on site shall commence until the Planning Authority has confirmed in writing that the measures as implemented are acceptable. The protective measures shall be retained in a sound and upright condition throughout the demolition/development operations and no building materials, soil or machinery shall be stored in or adjacent to the protected area, including the operation of machinery.

Reason: In the interests of visual amenity and the protection of local ecology

## 7.0 Background Papers

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In addition to the application the following documents, guidance notes and policy documents form the background papers to this report.

[National Planning Framework 4 \(2023\)](#)

[FIFEplan Local Development Plan \(2017\)](#)

[Planning Guidance](#)

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

Development Plan:

NPF4 (2023)

FIFEplan Local Development Plan (2017)

Making Fife's Places Supplementary Guidance (2018)

Other Guidance:

Fife Council Planning Customer Guidelines - Trees and Development (2016)

St Andrews Conservation Area and Management Plan (2013)

St Andrews Design Guidelines (2007)

St Andrews Local Place Plan (May 2024)

Report prepared by Scott McInroy, Chartered Planner Development Management

Report reviewed and agreed by Alastair Hamilton, Service Manager (Committee Lead) 3/2/25.

Committee Date: 12/02/2025

Agenda Item No. 14

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**Application for Full Planning Permission**

**Ref: 24/02028/FULL**

**Site Address: 109 – 133 South Street St Andrews**

**Proposal: Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and landscaping**

**Applicant: Fife Council, Fife House North Street**

**Date Registered: 8 August 2024**

**Case Officer: Scott McInroy**

**Wards Affected: W5R18: St. Andrews**

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### **Reasons for Referral to Committee**

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This application requires to be considered by the Committee because the application has attracted six or more separate individual representations which are contrary to the officer's recommendation.

### **Summary Recommendation**

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The application is recommended for: Conditional Approval

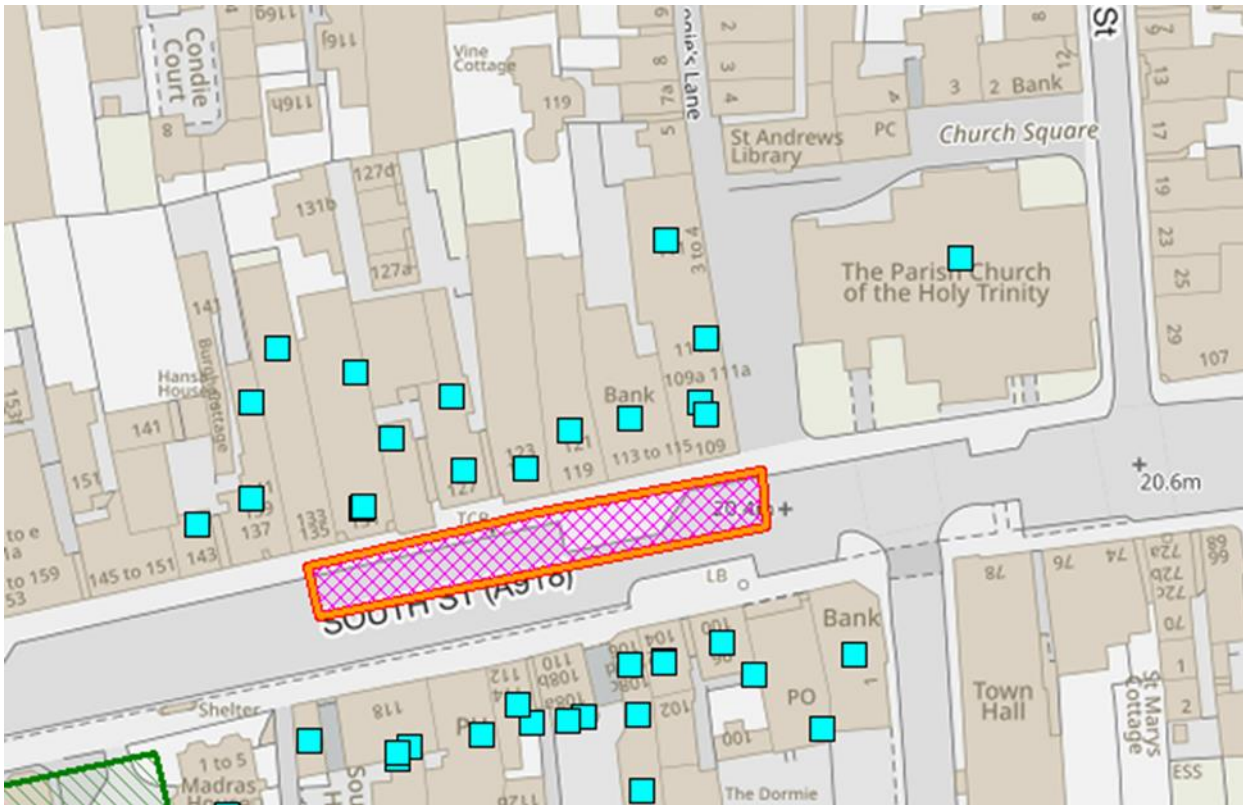
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## **1.0 Background**

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### **1.1 The Site**

## 1.1.2 LOCATION PLAN



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**1.1.2** This application relates to the existing temporary build out in front of 109 - 133 South Street (north side of South Street), an adopted road within the St Andrews settlement boundary, town centre boundary and the Central St Andrews Conservation Area as per the adopted FIFEplan (2017). The application site itself is 79m in length, 8m in width and has an area of 585sqm. There are Category B and Category C listed buildings located directly adjacent to the buildout. A Category A listed building is located to the east of the buildout and the Blackfriars Chapel scheduled ancient monument is located over 35m to the south west on the opposite side of South Street, but out with the site boundary. The application site was previously 11 parking spaces.

## 1.2 The Proposed Development

**1.2.1** Planning permission is sought for the environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks. This application is to replace the existing temporary buildouts with permanent measures. At present the existing temporary buildouts mainly comprise timber edging that is bolted to the underlying carriageway; bituminous surfacing, approximately 50mm-100mm deep and removable timber planters. The proposed buildout area itself would be slightly smaller than what is there at present. The proposed buildout area itself would be 31.5m in length, 6.6m in width. A disabled parking space is proposed at the western section. Four moveable planters are proposed across the application site. Two moveable planters are proposed across the application site. The proposed permanent buildout would be finished in Caithness stone slabs and whin stone kerbs, similar to those already installed in South Street and Market Street. One heritage style timber bench with black metal supports and six heritage style timber seats are proposed.

### **1.3 Relevant Planning History**

- 04/03580/EFULL - Environmental improvements to South Street, including new street lights, new paving, alteration to pavements, parking layout and ancillary street furniture, and felling and replanting trees - Refused - 20/01/05
- 07/02857/EFULL - Replacement of street lighting columns and replacement of underground cable network at South Street, Bell Street and Church Street, St Andrews - Approved - 10/01/08
- 08/00008/EFULL - Installation of street furniture (cycle racks, benches and information boards) - Approved - 12/11/08
- 11/04155/FULL - Installation of parking ticket machine - Approved - 30/11/11
- 11/04157/FULL - Installation of parking ticket machine - Approved - 28/11/11
- 11/04166/FULL - Installation of parking ticket machine - Approved - 30/11/11
- 11/05904/FULL - Installation of replacement street lighting - Approved - 26/01/12

### **1.4 Application Procedures**

1.4.1 Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017). Under Section 59(1) and 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should pay special attention to the desirability of preserving or enhancing the character or appearance of the relevant designated area.

1.4.2 National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan. The SESplan and TAYplan Strategic Development Plans and any supplementary guidance issued in connection with them cease to have effect and no longer form part of the Development Plan. In the context of the material considerations relevant to this application there are no areas of conflict between the overarching policy provisions of the now adopted NPF4 and the adopted FIFEplan LDP 2017.

1.4.3 Under The Town and Country Planning (Notification of Applications) (Scotland) Direction 2009 (as per the advice contained within Circular 3/2009) that where Fife Council has an interest in an application as applicant or landowner or where the Council has a financial interest in the proposed development, the Scottish Ministers must be notified of the application before planning permission is granted but only where the development is considered to be significantly contrary to the Development Plan. Such a procedure allows Ministers to consider whether any possible conflicts of interest may have unduly influenced the planning authority or have made it difficult for the authority to retain an impartial view of the merits of the proposed development. The Direction also advises that planning authorities are not required to inform objectors of their intention to grant planning permission or advise them of their reasons for doing so, nor does it require an authority to invite further comment prior to notifying Ministers. In this instance the proposed development is not considered to be significantly contrary to the Development Plan

and therefore, if approved or refused, the application should not be referred to Scottish Ministers but can be determined by the Council and the decision notice issued.

1.4.4 Concerns have been raised land ownership certificates submitted as part of this application. The relevant land ownership certificate have been submitted as part of this application and relevant advertisement and site notices were posted.

1.4.5 The most recent site visit was undertaken on 27/01/2025.

## **1.5 Background**

1.5.1 During 2021, to help people comply with the Scottish Government's social distancing requirements associated with Covid-19, Fife Council extended the footway width at five locations on South Street. The buildouts were not of a permanent nature and used materials which could be removed when required. Hospitality premises adjacent to the buildouts were able to use these areas for their customers, without the need to obtain planning consent, due to the Scottish Government's special guidance during this period.

With the aim of boosting hospitality and town centre recovery, after the end of the special guidance, the Scottish Government amended the permitted development rights for the hospitality sector (April 2023). The change permitted hospitality premises to place furniture adjacent to their premises, for the purposes of selling or serving food or drink from their premises, without the need to apply for planning consent.

In January 2023, public consultation was undertaken on the future of these buildout areas. Concerns have been raised regarding the results of the survey, with the views of the public not being taken into account. The results of the survey were that 46% of respondents were in favour of retaining the additional pedestrian spaces, versus 42% that wanted these spaces removed. Additionally, 12% were in favour of keeping some of the implemented zones.

The results were reported to the Northeast Fife Area Committee on 26th April 2023 and retention of footway extensions was approved, with Roads & Transportation Service being instructed to advance design work to make these spaces permanent.

## **1.6 Relevant Policies**

### **National Planning Framework 4 (2023)**

#### **Policy 6: Forestry, woodland and trees**

To protect and expand forests, woodland and trees.

#### **Policy 7: Historic assets and places**

NPF4 Policy 7 stipulates development proposals in conservation areas will ensure that existing natural and built features which contribute to the character of the conservation area and its setting, including structures, boundary walls, railings, trees and hedges, are retained and mitigated.

### **Policy 13: Sustainable transport**

NPF4 Policy 13 states that development proposals will be supported where it can be demonstrated that the transport requirements generated have been considered in line with the sustainable travel and where appropriate they will be accessible by public transport.

### **Policy 14: Design, quality and place**

NPF4 Policy 14 states development proposals should be designed to improve the quality of an area whether in urban or rural locations and regardless of scale. NPF Policy 14 also stipulates development proposals will be supported where they are consistent with the six qualities of successful places: healthy, pleasant, connected, distinctive, sustainable, and adaptable.

### **Policy 15: Local Living and 20 minutes neighbourhoods**

To encourage, promote and facilitate the application of the Place Principle and create connected and compact neighbourhoods where people can meet the majority of their daily needs within a reasonable distance of their home, preferably by walking, wheeling or cycling or using sustainable transport options.

## **Adopted FIFEplan (2017)**

### **Policy 1: Development Principles**

FIFEplan Policy 1 Development Principles states that development proposals will be supported if they conform to relevant Development Plan policies and proposals and address their individual and cumulative impacts. The principle of development will be supported if the site is either within a defined settlement boundary and compliant with the policies for the location or in a location where the proposed use is supported by the Local Development Plan.

### **Policy 3: Infrastructure and Services**

FIFEplan Policy 3 states where necessary and appropriate as a direct consequence of the development or as a consequence of cumulative impact of development in the area, development proposals must incorporate measures to ensure that they will be served by adequate infrastructure and services. Such infrastructure and services may include local transport and safe access routes which link with existing networks, including for walking and cycling, utilising the guidance in Making Fife's Places Supplementary Guidance.

### **Policy 10: Amenity**

FIFEplan Policy 10 Amenity states that development will only be supported if it does not have a significant detrimental impact on the amenity of existing or proposed land uses. Development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to air quality, contaminated and unstable land, noise/light/odour pollution, traffic movements, privacy, loss of sunlight/daylight, visual appeal of surrounding area or the operation of existing or proposed businesses. Policy 10 also states development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to traffic movements.

### **Policy 13: Natural Environment and Access**

Outcomes: Fife's environmental assets are maintained and enhanced; Green networks are developed across Fife; Biodiversity in the wider environment is enhanced and pressure on ecosystems reduced enabling them to more easily respond to change; Fife's natural environment is enjoyed by residents and visitors.

## **Policy 14: Built and Historic Environment**

FIFEplan Policy 14 Built and Historic Environment states that development which protects or enhances buildings or other built heritage of special architectural or historic interest will be supported. Proposals will not be supported where it is considered they will harm or damage listed buildings or their setting, including structures or features of special architectural or historic interest and sites recorded in the Inventory Historic Gardens and Designed Landscapes. For all historic buildings and archaeological sites, whether statutorily protected or not, support will only be given if, allowing for any possible mitigating works, there is no adverse impact on the special architectural or historic interest of the building or character or appearance of the conservation area.

### **National Guidance and Legislation**

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

### **Supplementary Guidance**

#### **Making Fife's Places Supplementary Planning Guidance (2018)**

This document sets out Fife Council's expectations for the design of development in Fife. It explains the role of good design in creating successful places where people will want to live work and play through an integrated approach to buildings, spaces and movement.

### **Planning Policy Guidance**

#### **St Andrews Design Guidelines (2011)**

This sets out a number of principles to ensure appropriate design and materials are incorporated into new development. The guidance advises that buildings should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate.

### **Planning Customer Guidelines**

Fife Council Planning Customer Guidelines: Trees and Development (2016)



## Other Relevant Guidance

### **Fife Council's St Andrews Conservation Area Appraisal and Management Plan (2010)**

This provides a detailed conservation review of the town's Conservation Area boundaries. Further to this, it also aims to highlight the key townscape, architecture and historic issues considered to be important to the character of the town as a whole. The document also identifies important conservation issues and provides a framework for the conservation area's future management. The general advice, guidance, and management considerations referred to are relevant to all new development opportunities within the Conservation Area itself and mirror the advice contained within the HES Historic Environment Policy for Scotland (May 2019).

St Andrews Local Place Plan (May 2024)

## **2.0 Assessment**

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### **2.1 Relevant Matters**

The matters to be assessed against the development plan and other material considerations are:

- Principle of Development
- Design/Visual Impact on Conservation Area and Setting of Listed Building
- Residential Amenity
- Road Safety
- Archaeology
- Trees

### **2.2 Principle of Development**

**2.2.1** Policy 15 of NPF4, Policy 1 of the Adopted FIFEplan – Fife Local Development Plan (2017); the LDP apply.

**2.2.2** In simple land use grounds, the principle of the external alterations including repaving works. door clearly meets the requirements of the Development Plan and national guidance by virtue of the site being designated within the settlement boundary of St Andrews. Notwithstanding this, the overall acceptability of the application is subject to the development satisfying other policy criteria such as residential amenity, visual impact and other matters all of which are considered in detail below.

**2.2.3** Concerns have been raised regarding the use of pavement areas by adjacent businesses. Although this does not form part of this application, Class 9L of the Town and Country Planning (General Permitted Development) (Scotland) Amendment Order 2023 allows this use.

**2.2.4** It is therefore considered that the proposal does comply with the provisions of the Adopted FIFEplan (2017) policy 1, part a criterion 1.

## 2.3 Design and Layout / Visual Impact

**2.3.1** The relevant provisions of NPF4 policies 7 and 14 and FIFEplan Policies 1, 10 and 14 apply. Making Fife's Places Supplementary Guidance (2018), St Andrews Conservation Area Appraisal and Management Plan (2010), St Andrews design Guidelines (2011), Historic Environment Scotland Policy Statement (2019), and Historic Environment Scotland Managing Change series are also relevant here.

**2.3.2** The St Andrews Design Guidelines (2011) sets out appropriate principles to guide public and private works in St Andrews central conservation area and the townscape on its main approaches. This document aims to ensure an appropriate approach to conservation, repair, adaptation, improvement and renewal of historic buildings and streetscape; restoring original materials and details where practicable. The guidance advises that development should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate. Key principles related to the proposed development include:

- Guideline 26 - Conserve the surviving traditional natural surfacing stones and details unless there are absolutely compelling functional reasons for change / replacement.
- Guideline 27 - Lay new footpath and carriageway surfacing according to the hierarchy of materials and elements set out in Figures 49 & 50 and relating to adjacent building frontages.
- Guideline 28 - Use simple unobtrusive contemporary detail design solutions to meet requirements for drop kerbs, tactile surfaces etc.
- Guideline 29 - Restrict the use of modern concrete surfacing materials to areas beyond the public realm of the historic streets.
- Guideline 38- Select street furniture of good functional design and longevity and low long-term maintenance, which is appropriate to its setting and part of a consistent range throughout the town centre, based on the criteria set out in the table in Figure 69.
- Guideline 41 - Install street furniture in carefully considered locations to avoid visual clutter, litter collection, and detracting from the setting of listed buildings or key frontages, and to provide a clear movement zone 2 metres wide wherever possible.

The guidance states that street surfaces are important as the foreground for the historic buildings, and as the continuous link giving cohesion to the townscape as a whole. Within the historic core, repairs and new work - to adopted carriageways, pavements, and areas visible from the public realm - should continue the restoration or reintroduction of traditional materials and details wherever possible. Figure 49 provides a table setting out a hierarchy of paving materials and elements appropriate to the character and importance of the location within the historic core.

**2.3.3** Figure 49 of the Design Guidelines states that for the pavement on Main streets/key frontages/civic spaces Caithness slabs and whinstone kerbs are acceptable. Paragraph 4.32 of the Design Guidelines states that new seating should continue the theme of timber slats with natural finish; as a traditional timber bench or set on a cast metal frame (preferably aluminium - painted within the historic core) of classic design.

**2.3.4** Concerns have been raised regarding the impact on the character of the conservation area and compliance with the St Andrews Design Guidance. The proposal includes removing the temporary bituminous surfacing and replacing this with Caithness slabbed footway, whinstone kerbs, cycle rack and traditional seat (timber with metal frame). The location of the street furniture will still allow clear movement zone for pedestrians. The materials proposed for the

surfacing and street furniture are compliant with the St Andrews Design Guidance as set out in paragraph 2.3.3. The proposed works would provide a visual improvement to what is there at present, and the footway and proposed street furniture would be finished in a similar way to other areas in the St Andrews Public Realm. It is considered that the proposal would improve the visual amenity of the area and have a positive contribution to the conservation area and comply with the St Andrews Design Guidelines.

## **2.4 Residential Amenity**

**2.4.1** The relevant provisions of NPF4 policy 14 and FIFEplan Policies 1 and 10 apply.

**2.4.2** The application site relates to the existing temporary build out in front of 201 South Street (north side of South Street). The proposal includes removing the bituminous surfacing and replacing this with Caithness slabbed footway with whin stone kerbs and cycle rack and traditional seat. The proposed changes will not impact on the residential amenity of the surrounding area.

**2.4.3** In this instance, it is considered that the proposed works do comply with policy 10 criterion 3 in that the development would not have a significant detrimental impact on the residential amenity of the surrounding area (access or noise whilst works are carried out) and therefore does comply with the adopted FIFEplan (2017).

## **2.5 Road Safety**

**2.5.1** Policies 13, 14, and 15 of NPF4, Policies 1 and 3 of the LDP, Making Fife's Places Supplementary Guidance apply.

**2.5.2** As stated in paragraph 1.5.1, public consultation was taken on the future of the build out areas. The results of this public consultation were reported to the North East Fife Area Committee on 26<sup>th</sup> April 2023 and the North East Fife Area Committee approved the retention of these build out areas. Therefore, these proposals carry endorsement from another Council Committee, albeit that it is for the North East Planning Committee to determine the acceptability or otherwise of the proposal in terms of its planning remit.

**2.5.3** The concerns over the loss of public parking in this specific location and the other 4 locations throughout South Street are noted, however in this instance the loss of parking can be undertaken outwith the planning process under The Roads (Scotland) Act 1984. Therefore, the removal of public parking spaces can be undertaken outwith the planning process, as that in itself isn't development and could be actioned by the Roads Authority under their regulatory remit.

**2.5.4** Concerns have been raised regarding the loss of parking spaces. Policy 13 NPF4 aims to encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably. Proposals which are ambitious in terms of low/no car parking will be supported, particularly in urban locations that are well-served by sustainable transport modes and where they do not create barriers to access by disabled people. In keeping with National Transport Strategy 2, Fife Council's sustainable travel hierarchy (Local Transport Strategy for Fife, 2023-33), places the needs of pedestrians and wheelers at the top, with the needs of private car users ranked behind cyclists, public transport, taxis and shared transport. SEStran's 'Regional Transport Strategy 2025-2025 Refresh' also emphasises the need to increase walking and cycling and reduce

motorised travel. The application site is located within the St Andrews Town Centre boundary and is well served by sustainable transport modes, therefore the loss of parking spaces in this location are acceptable. The installation of the proposal is in keeping with aspirations of the Council's Climate Strategy 'Climate Fife: Sustainable Energy and Climate Action Plan 2020-2030' since the proposal will provide areas of high-quality public realm, encouraging people to walk, rather than using a vehicle for short trips. Fife Council's Transportation Development Management (TDM) team were consulted and expressed no objections to the proposed development.

**2.5.5** Concerns have been raised regarding the impact on road safety in terms of vehicle manoeuvring and servicing of the surrounding business. Given the town centre location, there are a number of retail/commercial/licenced premises within the vicinity where deliveries take place on the public road, it is considered that this would not be worse than the current situation in terms of road safety impacts.

**2.5.6** Concerns have been raised regarding the need for more cycle racks. The provision of cycle racks is in keeping with the aspirations of NPF4 to promote sustainable travel. Also, in this location on South Street there are no cycle racks at present.

**2.5.7** Concerns have been raised that this proposal would potentially affect delivery of elements (the commission of a town centre circulation plan) of the registered Local Place Plan for St Andrews. Local Place Plans registered through Fife Council will not be part of the 'development plan' as defined by the Planning Act but will feed into the preparation of Fife's Local Development Plan 2 which is at the early stages of preparation. The Local Place Plan is a material planning consideration in the assessment of planning applications but given the early stages of LDP2 and that the Development Plan remains the starting point for decision-making in the planning process, it is considered that the material weight given to the Local Place Plan at this stage is limited and this proposal is acceptable in terms of the relevant planning policies.

**2.5.8** The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

## **2.6 Archaeology**

**2.6.1** Policy 7 of NPF4 and Policies 1 and 14 of the LDP apply.

**2.6.2** Fife Council's Archaeologist was consulted on this application and has no objection to this application. The public realm improvements proposed fall within the area designated in FIFEplan as St Andrews Archaeological Area of Regional Importance. FIFEplan Policy 14 states: The archaeological investigation of all buried sites and standing historic buildings within an Archaeological Area of Regional Importance will be required in advance of development unless good reason for an exemption can be shown. There is a good reason for an exemption in this case insofar as the installation of the pavement 'buildouts' will involve only shallow sub-surface disturbance on ground that has been deeply disturbed by modern road construction works.

**2.6.3** The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

## 2.7 Trees

**2.7.1** The relevant provisions of NPF4 policies 1 and 3 and FIFEplan Policies 1 and 13 apply. Making Fife's Places Supplementary Guidance (2018) also applies.

**2.7.2** The applicant has provided a Tree Survey & Arboricultural Method Statement as part of this application. There are three trees within the application site and one adjacent, and these will not be removed. A tree protection plan has been submitted setting out the protection works that will be undertaken within the root protection area of these trees as part of this proposal. Fife Councils Tree Officer was consulted on this application and is supportive of the proposed tree protection plan.

**2.7.3** The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

## 3.0 Consultation Summary

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TDM, Planning Services	No objection
Trees, Planning Services	No objection
Community Council	Object
Archaeology Team, Planning Services	No objection

## 4.0 Representation Summary

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### 4.1

24 objections and 2 general comments received.

### 4.2 Material Planning Considerations

#### 4.2.1 Objection Comments:

Issue	Addressed in Paragraph
a. Impact on the Conservation Area	2.3.4
b. Compliance with St Andrews Design Guidance	2.3.4
c. Loss of Parking	2.5.1
d. Road Safety – Manoeuvring & Servicing	2.5.2
e. Cycle Rack	2.5.3
f. Procedural concerns	1.4.4
g. Survey results	1.5.1
h. Business uses	2.2.3

## 4.2.2 Support Comments

None

## 4.2.3 Other Concerns Expressed

- |  |  |
|--|--|
| a. Concerns regarding upkeep of existing pavements   | Comments noted; however, this is not a material planning consideration in the assessment of this planning application.   |
| b. Concerns regarding illegal parking  | Comments noted; however, this is not a material planning consideration in the assessment of this planning application.   |
| c. Concerns regarding timing of survey and methodology used.                                     | Comments noted; however, this is not a material planning consideration in the assessment of this planning application.   |
| d. Concerns have been raised regarding lack of provision of bins.                                | Comments noted; however, given the town centre location there are bins located throughout this area.   |
| e. Concerns regarding businesses storing rubbish on the street.                                  | Comments noted; however, this is not a material planning consideration in the assessment of this planning application.   |
| f. Concerns have been raised regarding drainage.   | Concerns noted; however, the application site is located within the existing adopted road corridor and have hard/ paved surfaces with drainage.                |
| g. Concerns have been raised regarding access to adjacent businesses and access for pedestrians. | Concerns are noted. The proposed buildouts do not restrict access to any of the adjacent businesses and present no barriers to pedestrians or disabled people. |
| h. Concerns regarding abandoned bikes.   | Comments noted; however, this is not a material planning consideration in the assessment of this planning application.   |
| i. Concerns regarding businesses no paying rates for the use of the space.                       | Comments noted; however, this is not a material planning consideration in the assessment of this planning application.   |
- These concerns are noted; however, these concerns are not a material planning consideration with regards this application. In any instance, it

j. Concerns have been raised by the public regarding potential antisocial behaviour area due to people congregating in the street.

should also be noted that Fife Council's Public Protection team can control noise and odours under their own legislative processes and through the use of appropriate enforcement measures if required and should any complaints be received. If any of the potential customers were to litter or cause damage/anti-social behaviour outwith the site then this would be considered a matter which could also be dealt with under separate legislation or by separate authorities, outwith the control of the planning system.

k. Concerns raised regarding the waste of public funds.

Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

l. Concerns regarding how previous applications were dealt with and how consultees responded.

Concerns noted. Each application is assessed and on its own merits with regards the relevant Development Plan policies and Material Planning considerations. Consultee comments help inform part of the overall assessment.

## 5.0 Conclusions

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This full planning application for environmental improvements to the public realm is deemed acceptable in terms of in terms of design, detailing and choice of materials; and would protect and enhance the character and appearance of the conservation area as a whole. In light of the above, the proposal would be deemed to preserve the character of the surrounding St Andrews Conservation Area, and as such, comply with NPF4 and FIFEplan 2017 policies and other related guidance. The application is therefore recommended for conditional approval.

## 6.0 Recommendation

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It is accordingly recommended that the application be approved subject to the following conditions and reasons:

### **CONDITIONS:**

1. The development to which this permission relates must be commenced no later than 3 years from the date of this permission.

Reason: In order to comply with the provisions of Section 58 of the Town and Country Planning (Scotland) Act 1997, as amended by Section 32 of The Planning (Scotland) Act 2019.

2. BEFORE ANY WORKS START ON SITE, the developer shall submit, details and specifications of the protective measures necessary to safeguard the trees on the site during development operations. This Planning Authority shall be formally notified in writing of the completion of such measures and no work on site shall commence until the Planning Authority has confirmed in writing that the measures as implemented are acceptable. The protective measures shall be retained in a sound and upright condition throughout the demolition/development operations and no building materials, soil or machinery shall be stored in or adjacent to the protected area, including the operation of machinery.

Reason: In the interests of visual amenity and the protection of local ecology

## 7.0 Background Papers

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In addition to the application the following documents, guidance notes and policy documents form the background papers to this report.

[National Planning Framework 4 \(2023\)](#)

[FIFEplan Local Development Plan \(2017\)](#)

[Planning Guidance](#)

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

Development Plan:

NPF4 (2023)

FIFEplan Local Development Plan (2017)

Making Fife's Places Supplementary Guidance (2018)

Other Guidance:



Fife Council Planning Customer Guidelines - Trees and Development (2016)

St Andrews Conservation Area and Management Plan (2013)

St Andrews Design Guidelines (2007)

St Andrews Local Place Plan (May 2024)

Report prepared by Scott McInroy, Chartered Planner Development Management

Report reviewed and agreed by Alastair Hamilton, Service Manager (Committee Lead) 3/2/25.