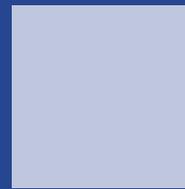
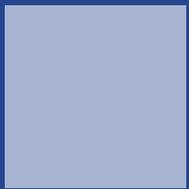


# *Cupar Town Centre* **Development Brief** for *Millgate*





# Fife Council

## Development Brief for Millgate (Cupar Town Centre)

### Second Draft

16 January 2008

#### Contents Amendment Record

This report has been issued and amended as follows:

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# **Fife Council**

Development Brief for Millgate (Cupar Town Centre)

Second Draft

16 January 2008

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Figure 1 Site Area

## EXECUTIVE SUMMARY

The Millgate site is located approximately 650 m south of The Cross at the heart of Cupar's town centre. The site currently extends to 0.4 ha and is the former location of St. Columba's RC Primary which has recently relocated to more modern facilities west of the town centre.

The site is well served by a diverse range of high quality amenities and benefits from strong transport connections to the local and regional area.

The relocation of St. Columba's RC Primary from Millgate has opened up a significant area of land with strategic importance in the context of town centre development for redevelopment. It is anticipated that through this redevelopment, Millgate can play a role in delivering strategic goals for Cupar as outlined in the finalised Fife Structure Plan.

*The aim for Millgate is to create an **integrated, deliverable, sustainable development** compatible with adjacent land uses and the wider locale.*

In order to meet this aim, the following Development Brief is intended to provide a development framework for the future of Millgate. It is intended to provide sound planning and urban design guidance for planners and developers with regards to the future development of Millgate.

The Development Framework is shaped around:

### **Site Analysis**

Detailing historic development at Millgate as well as specific physical features of the site and its local characteristics.

### **Policy Framework**

Outlines existing statutory considerations with regards to Millgate, including the strategic policy objectives for the future of Cupar's town centre.

### **Consultation**

Providing the specific development issues, opportunities and considerations coming out of initial stakeholder workshops and public consultation.

### **Development Principles**

Outlines the guiding principles and preferred development layout as informed by the site analysis, policy framework and consultation initiatives.

### **Delivery & Implementation**

Development principles are identified with regards to:

|                                  |
|----------------------------------|
| Development Potential / Land Use |
| Built Form / Layout              |
| Housing                          |
| Transport / Parking              |
| Access / Movement                |
| Open Space / Public Realm        |

Proposal diagrams based on these principles are also provided, outlining the preferred layout for development on site. These indicative proposals, together with the physical, statutory and consultation contexts provided herein should work to:

- **Inform** prospective developers and others of planning and other issues related to the site; and
- **Communicate** the fundamental planning and design requirements that should influence the development of this site, identify potential requirements that reasonably relate to the development and to which the authorities will have regard when processing any planning application

This Brief should be a material consideration in the evaluation of subsequent development applications for Millgate.





Introduction

# *Introduction*





## 1.1 Background

The finalised Fife Structure Plan has designated Cupar as a strategic development area which will accommodate proposed residential development, a relief road, business and bulky goods retail park to the North of the town over 20 years. The intention of this designation is to reassert Cupar, the former county seat, as a vibrant service centre capable of meeting the needs for the town and its surrounds. A key factor in achieving this goal is strengthening Cupar's town core by concentrating and diversifying development within or at the edge of the town centre. As reappraised, the finalised Fife Structure Plan 2006 also proposes the preparation of a Town Centre Masterplan, further strengthening the role of key sites such as Millgate within the town.

The relocation of St. Columba's RC Primary at Millgate has opened up a significant area of land at the southern edge of the town centre for redevelopment. The future development of Millgate can therefore play a role in delivering the strategic goals for Cupar as outlined in the finalised Fife Structure Plan.

Given its strategic importance in the context of town centre development in Cupar, Fife Council appointed Halcrow Group Ltd to prepare a Development Brief for Millgate. The following Brief has been informed by planning policy and guidance as well as stakeholder and public consultation. It provides planning and urban design guidance for planners and developers with regards to the future development of Millgate, including:

- Appropriate land uses;
- The layout and built forms the development should take;
- The relationship of development to adjacent uses;
- Transportation, access and servicing arrangements; and
- Landscaping.

This Brief should be a material consideration in the evaluation of subsequent proposals for the site.

## 1.2 Structure of the Brief

To present information in a logical and cohesive manner, the Brief has been structured as follows:

### **Section 2: Aims & Objectives**

Lays out the overarching aim and objectives of the brief.

### **Section 3: Site Context**

Provides an overview of the connectivity and relationship of Millgate within the town centre context.

### **Section 4: Site Description**

Details the specific physical characteristics of the site.

### **Section 5: Policy Framework**

Outlines existing statutory considerations with regards to Millgate.

### **Section 6: Ground Conditions & Services**

Provides an overview of key considerations.

### **Section 7: Public Consultation**

Details the specific development issues and opportunities coming out of stakeholder and public consultation.

### **Section 8: Development Principles**

Outlines the guiding principles as informed by policy guidance and consultation initiatives.

### **Section 9: Delivery & Implementation**

Sets out the land use and policy framework for Millgate.

### **Section 10: Contacts**

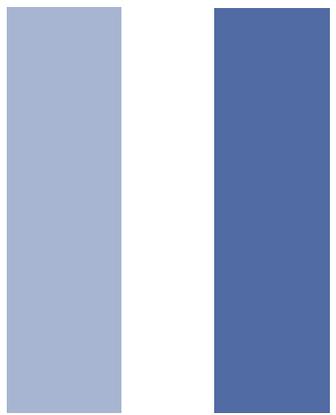
Provides key contact information.





Aims and objectives

# *Aims and objectives*



The aim for Millgate is to ***create an integrated, deliverable, sustainable development*** compatible with adjacent land uses and the wider locale.

*integrated deliverable sustainable*

Fife Council expects development to adhere to the following principles:

- Create Homes for All by ensuring the delivery of a diverse housing mix in the development, including the planning and delivery of the affordable housing requirement under the terms of Fife Council's Affordable Housing Policy.
- Create Communities by establishing and maintaining social networks. This should be achieved by integrating new development into the town centre and adjacent land uses.
- Help Fife's Economy by delivering added value to the Fife economy through "Access to Employment" agreements between the Council and developers.

The Brief is intended to provide planners and developers with a framework for achieving this aim. The Brief will analyse and appraise Millgate identifying possible development options and provide recommendations for how the site should be developed. In order to effectively deliver this aim, three objectives must be met:

- Site assessment and baseline review;
- Community and Statutory Consultation; and
- Production of a Development Framework.

### **Objective 1 Site assessment and baseline review**

The Brief will begin with a baseline review consisting of two key components: a physical site assessment and a review of relevant policy documents.

#### *Physical Site Assessment*

The physical site assessment will comprise of an appraisal of the current opportunities and constraints afforded by Millgate's local physical context. These issues will be examined with regards to key urban design issues as follows:

- Identification of current land uses both on and surrounding the site;
- Location and classification of open space, including the amount and current level of maintenance required on and surrounding the site;
- Existing built form analysis revealing the design, typologies, density and layout present on and surrounding the site;
- Identification of pedestrian and vehicular movement patterns through and around the site, including access and parking arrangements and provision of public transport services; and
- Identification of key constraints including drainage, form, underlying conditions, overhead lines, mineral stability and/or known contamination on and surrounding the site.

This assessment will inform the subsequent development framework as well as present potential planning gain opportunities which could be utilised by Fife Council to enhance the benefits of development at Millgate within the wider community.

### *Policy Review*

A baseline review of all documents including background information and relevant policy guidance will include a comprehensive outline of the national goals and objectives of planning regulations, the strategic objectives for the region and local area, and the specific development requirements for Millgate laid out in local development planning regulations. This review will serve as a guide for both planners and developers to find appropriate development solutions for Millgate.

### **Objective 2 Community and Statutory Consultation**

Consultation is a key element of the Brief as it allows for a greater depth of understanding of the constraints and opportunities for development at Millgate. The Development Framework will be informed by both community and statutory consultation.

### **Objective 3 Production of a Development Framework**

Building upon the baseline and consultation conclusions, The Brief will set out a clear framework for the future development of Millgate, including:

- Mix of uses specification;
- Connectivity, access and servicing arrangements;
- Built form recommendations, including scale, density, layout, design principles;
- Open space and landscaping opportunities; and
- Delivery mechanisms identification.

The objectives logically inform and build upon one another, as reflected in the organisation of the Brief:

| <b>Objective</b>                               | <b>Description</b>   | <b>Location</b> |
|--|--|-----------------|
| <b>1 Site assessment &amp; baseline review</b> | Physical Site Assessment and Policy review to highlight the existing constraints and opportunities afforded by Millgate. | Sections 3-6    |
| <b>2 Consultation</b>                          | Statutory and Public Consultation to uncover the social and economic requirements for development.                       | Section 7       |
| <b>3 Production of a Development Framework</b> | Consolidation of the above to deliver a framework for producing an integrated, deliverable and sustainable development.  | Sections 8-9    |



Site Context

*Site Context*

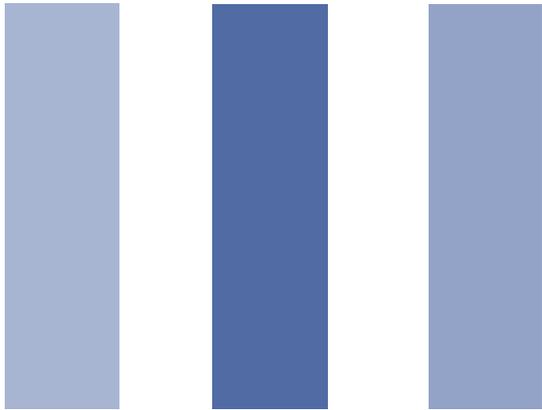




Figure 2 Cupar in Scotland

### 3.1 Cupar

Cupar lies in north east Fife (Figure 2). It has a population of 8,506 (based on the 2001 census). The town is easy to reach from other parts of Scotland and is convenient for residents of the town and surrounding area. Cupar is the former county town and retains its role as an administrative and shopping centre for the settlements that surround it.

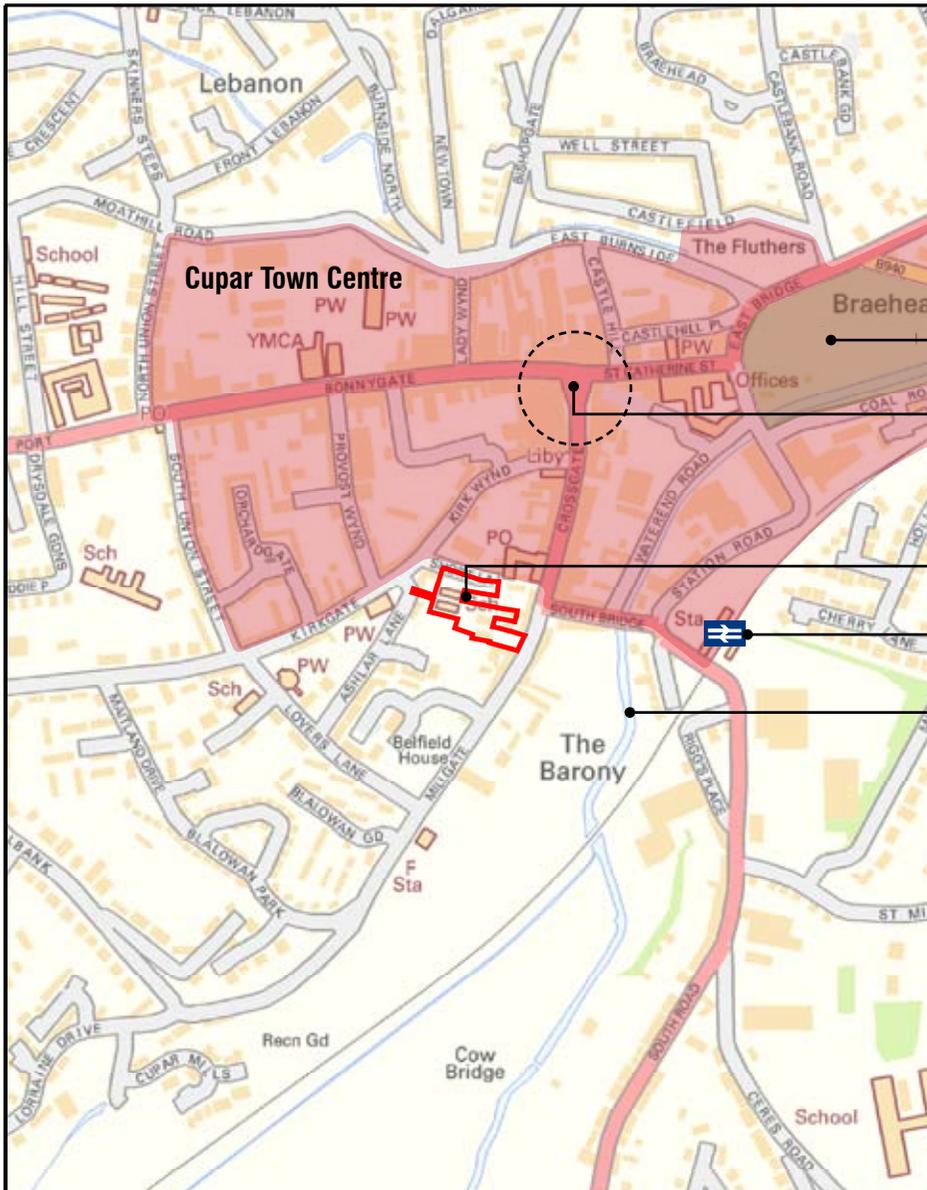
Cupar benefits from strong regional and national connectivity. Bus links make Cupar accessible from Edinburgh, Stirling, Dundee and beyond. Cupar station is on the East Coast mainline and has direct services from Aberdeen, Dundee, Kirkcaldy and Edinburgh. The station is located next to the centre of town.

The centre of the town is a historic conservation area (1). The town's main streets (as well as others) the Bonnygate and Crossgate offer a wide variety of quality shopping outlets. There are a range of speciality shops mostly owner-managed, that offer an efficient, friendly service.

The town centre is well served by a number of notable open spaces. North east of the main shopping centre is the large conglomerate of open space including Cart Haugh, Nicholson Park and Hood Park (2). Duffus Park, a key sports and recreation area and home to the Douglas Bader Gardens, is also located to the west of the town centre.

The town also benefits from its position on the Cupar-Freuchie-Chance Inn route as part of the Kingdom of Fife Millennium Cycleways. The River Eden (3), which runs through the town, also has the added attraction of a pleasant nature trail alongside it.





- Cart Haugh  
(including Hood Park & Nicholson Park)
- The Cross
- Millgate
- Rail Station
- River Eden

### 3.2 Millgate

The Millgate site is located approximately 650 m south of The Cross at the heart of the town centre. The site currently extends to 0.4 ha and is bounded by:

- Short Lane (North)
- Millgate (East)
- St. James’s Burial Grounds (South)
- Ashlar Lane (West)

The site is the former location of St. Columba’s RC Primary which has recently relocated to more modern facilities west of the town centre.

The site is well served by a diverse range of high quality amenities. It is located within the school catchments for Castlehill Primary, the newly built St. Columba’s RC Primary, newly modernised Bell Baxter High School and St. Andrews High School. In addition to a number of school playing fields nearby, Millgate is also within a 15 minute walk of open space amenity in the town centre, including Hood Park, Nicholson Park and Cart Haugh.

Millgate also benefits from strong transport connections to the local and regional area. Public bus routes running along Crossgate, and the local rail station, located a 2 minutes walk away from Millgate connecting it to the Edinburgh to Aberdeen / Dyce rail line.

Figure 3  
Context Plan



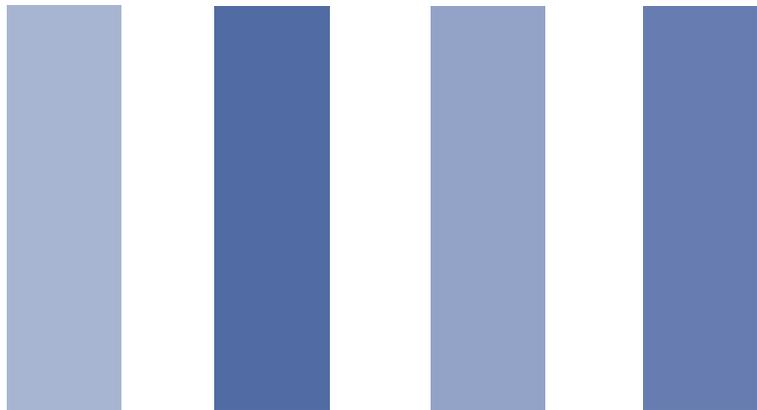
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Site Description

# *Site Description*



## 4.1 Introduction

This section will provide developers and planners with a detailed overview of the Millgate site as it exists today. This will include:

### 4.2 Site History

Describes how the development history of Millgate in Cupar has heavily influenced its current context with regards to land use, architecture and character.

### 4.3 Site Ownership

Provides details on shared landownership within the site boundary.

### 4.4 Site Assessment

Details the physical features of the site which are relevant to ensuring that future development fits sustainably within the local context.

### 4.5 Local Character

Provides a visual overview of the local 'feel' at Millgate, highlighting many of the features described in the site assessment.

### 4.6 Conclusions

Summarises the above analysis into a Strengths, Weaknesses, Opportunities & Threats (SWOT) table.

This information collectively sets out the framework for development opportunities at Millgate and informs the Development Principles laid out in Section 8.

Information provided here is the result of analysis undertaken by Halcrow which has been informed by historic maps, aerial photographs, physical site assessments and transport assessments.

## 4.2 Site History

Cupar's town core is historically concentrated along Bonnygate and Crossgate along the Northern bank of the River Eden. While land use within the current site has changed dramatically over time, the surrounding context of the site remains relatively unchanged. The site is historically bounded by to the south and west by prominent fixed structures including the Old Cupar Parish Church with its bell tower dating back to 1415 and the St. James's Burial Ground, serving as an extension to the parish churchyard since 1842. See Figure 4.

Despite its current exclusion from the designated town centre area, the historic built form at Millgate signifies its continued importance as part of the town core as illustrated by historical maps. Most notably, the continued frontage along the Millgate (formerly Millgate Port) demonstrates its ties with the historic town centre. Although particularly the western section of the site has historically been set within a primarily residential area, this site itself has been primarily utilised for agricultural industry, including an old corn yard and a slaughter house. Most recently it has served as a the site for St. Columba's RC Primary.

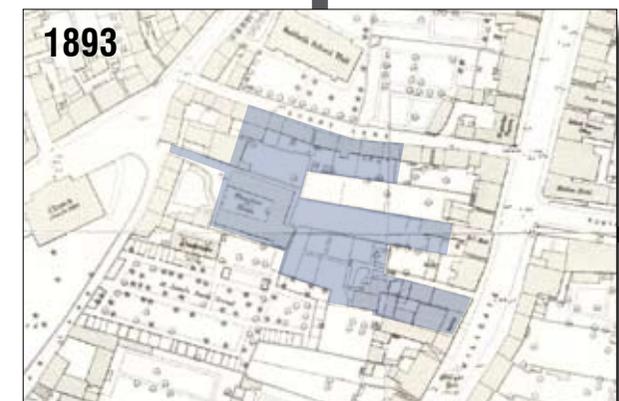


Figure 4  
Development History at Millgate

### 4.3 Site Ownership

Millgate will be developed by Fife Council in partnership with the Roman Catholic Church, who own approximately 47 per cent of the land within the site boundary as shown in Figure 5.

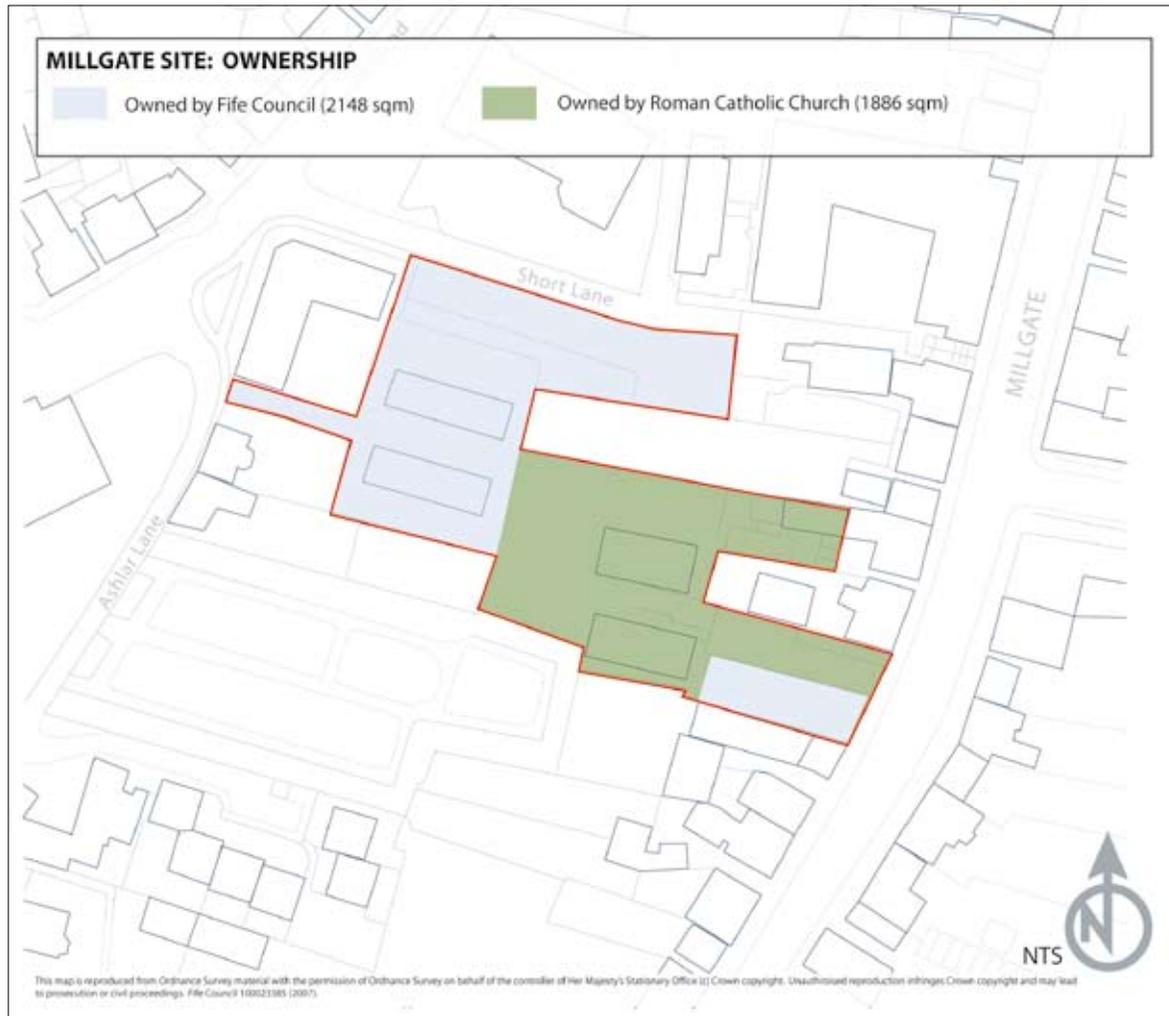


Figure 5 Site Boundary & Ownership

## 4.4 Physical Site Assessment

### Adjacent Uses

The historical tower of the Old Cupar Parish Church **(1)** still stands as a prominent feature of the town. The parish has been consolidated into The Parish Church of Cupar Old and St. Michael of Tarvit and still holds Sunday Services. In addition to this, the former 'Sunday School' to the north is still used for church functions and as a leisure / meeting hall. The St. James's Burial Ground **(2)** is a historic cemetery and is still open daily to visitors.

Incorporating the northern boundary of the site is the Short Lane Car Park. This is largely used by visitors to the town centre and the 'Sunday School'. It is often over-crowded and is considered to be substandard for meeting the strategic parking needs of the town centre. There are plans to upgrade this car park in the future as discussed in Section 5.

At the termination of the Short Lane Car Park there is a key pedestrian linkage connecting the residential area to the town centre via Millgate. The East Area Transport Plan identifies Short Lane car park vicinity as an area for proposed transport improvements. In this area there is a large Post Office and dance school.

The remainder of adjacent property is residential. This includes:

- Sheltered Housing directly to the north of the site at Ashlar Lane and Short Lane **(3)**;
- Listed cottages along Ashlar Lane **(4)**.
- Private detached homes including one-off new residential developments; and
- Historic residential frontage along Millgate, including some derelict / vacant properties **(5-6)**.

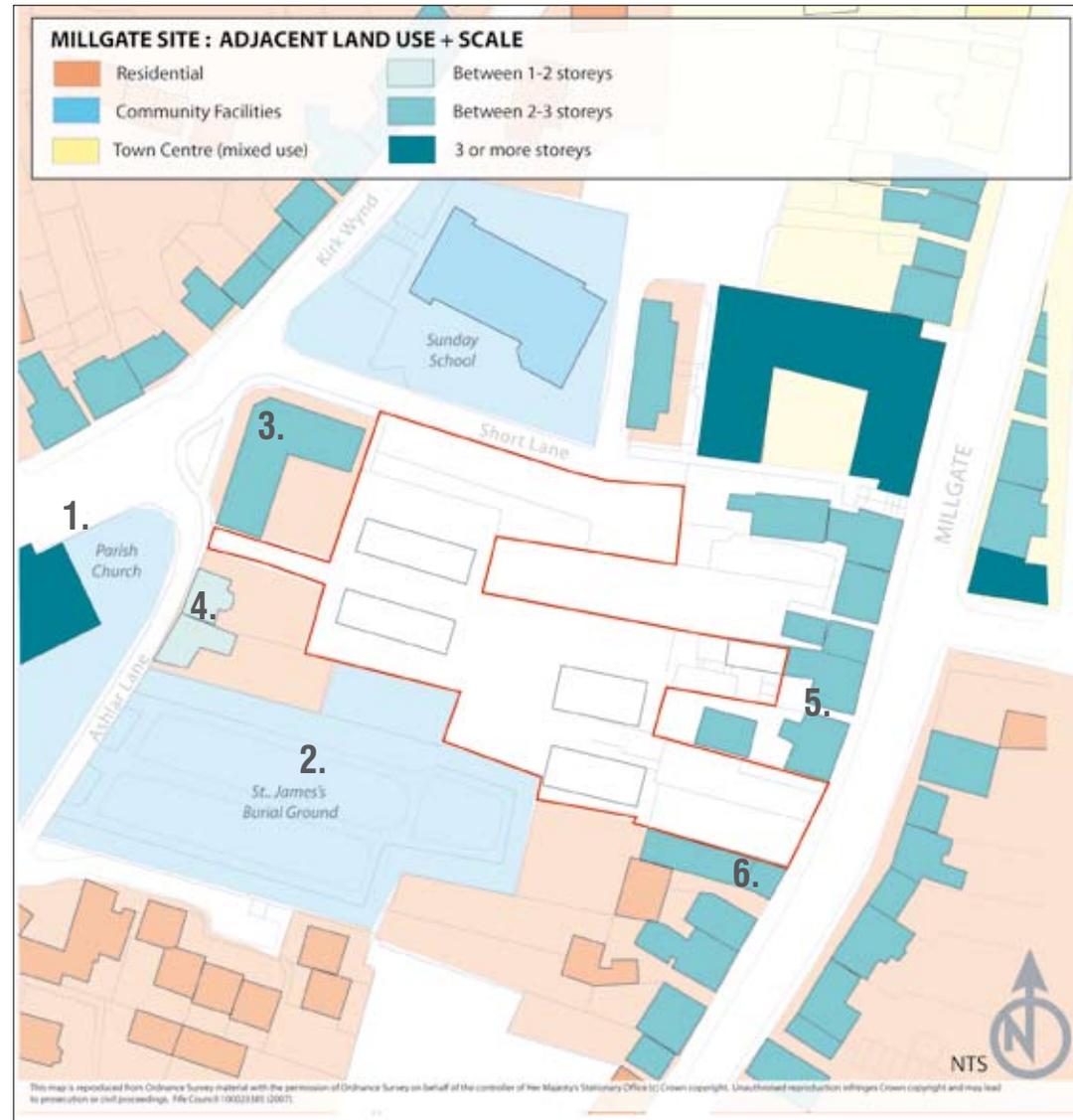
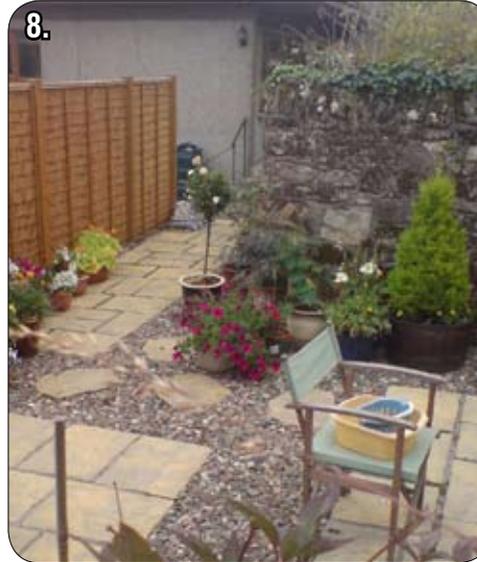


Figure 6 Adjacent Land Uses + Scale



### **Built Form / Use**

The Millgate site has experienced some changes to its historical built form. Most notably, it has lost the frontage along Millgate creating a significant void in the continuity of street frontage radiating down from the town centre (7). The temporary classroom buildings left over from St. Columba's occupancy have been removed.

Stone walls demarcating past ownership divisions are still heavily present within and surrounding the site. These are defining characteristics of the area and seem to be highly regarded by local residents (8).

Figure 7 shows the relationship of built form (white) to open space (black) highlighting the strong linear street pattern of the area along with dispersed forms set behind the main streets.



Figure 7 Figure Ground - Cupar Town centre (Millgate)

### Access / Movement

There is direct vehicular access to the site via Ashlar Lane although this is not of a suitable standard that would suggest that it has been used significantly for vehicular access. There is currently no vehicular circulation on the site.

All pedestrian movement through the site is naturally directed east-west as access is completely restricted along the southern boundary. There are two pedestrian access points to the site, one to/from Millgate via a semi-public area outwith the site and one to/from Short Lane. Direct access from the east is possible but currently restricted by a wooden fence along the Millgate.

The nearest bus stops to the Millgate site are located on Crossgate approximately 160m to the north of the existing Millgate pedestrian access. The southbound bus stops nearest to the Millgate site have regular services to Newburgh, St Andrews, Glasgow, Glenrothes, Leven, Kirkcaldy and Edinburgh with less regular services to the Railway Station, Millfield, Methil, and Kettlebridge. The northbound bus stop has regular services to St Andrews, Stirling, Perth, Ninewells Hospital, Springfield, Glenrothes, Adamson Hospital, Sandylands Road and Upper Dalgairn with less regular services to Fishers Laundry, Dundee and Letham.

The train station, located approximately 2 minutes walk to the east of the site, lies on the Edinburgh to Aberdeen/Dyce line with services approximately every hour throughout the day Monday to Saturday and every two hours on a Sunday in the northbound direction (to Aberdeen/Dyce). There are services approximately every hour throughout the day Monday to Saturday (half hourly in the AM peak) and every two hours on a Sunday in the southbound direction (to Edinburgh).

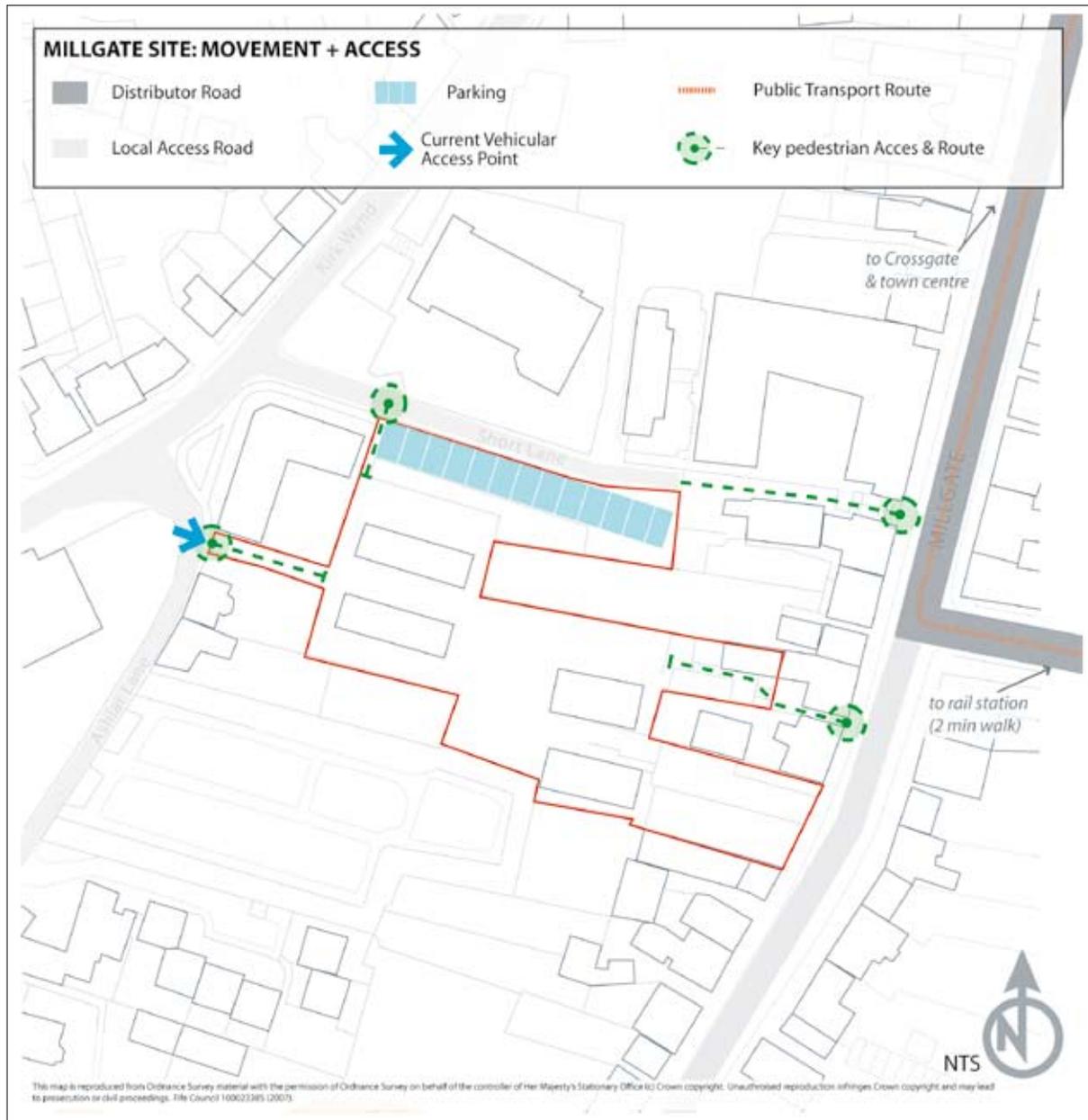


Figure 8 Movement + Access

## 4.5 Local Character

### Topography / Open Space

The site slopes approximately 1 storey down towards the south and east. There is a landscaped boundary between the Short Lane Car Park and the rest of the site. In addition there is unkempt growth in what may have formerly been private gardens at the south east corner of the site (Figure 9).

The overarching feel of the local area continues to be that of a quiet residential neighbourhood. This is reinforced by the peaceful grounds of the churchyard and sleepy cottages along the western side of the site. Although the frontage at the Millgate may have served as a continuation of town centre services at one point, there are now only private homes and flats.

The unusual shape of the site gives rise to a mix of 'characters'. The Northern section, primarily used as part of the Short Lane car park is largely segregated from the rest of the site, both physically and in character. It has the feel of an edge along which movement and connectivity are of highest priority. The middle section of the site, although currently vacant, still maintains the character of a close. It feels as though it is tucked away, with movement and views naturally directed east-west. The southern section is presently out of character with the rest of the site and with its adjacent uses. It certainly has the feel of an underutilised, derelict void in the built form. Some of the key features of Millgate referred to above are represented in the following pages.

Figure 10 shows the open space available near Millgate.

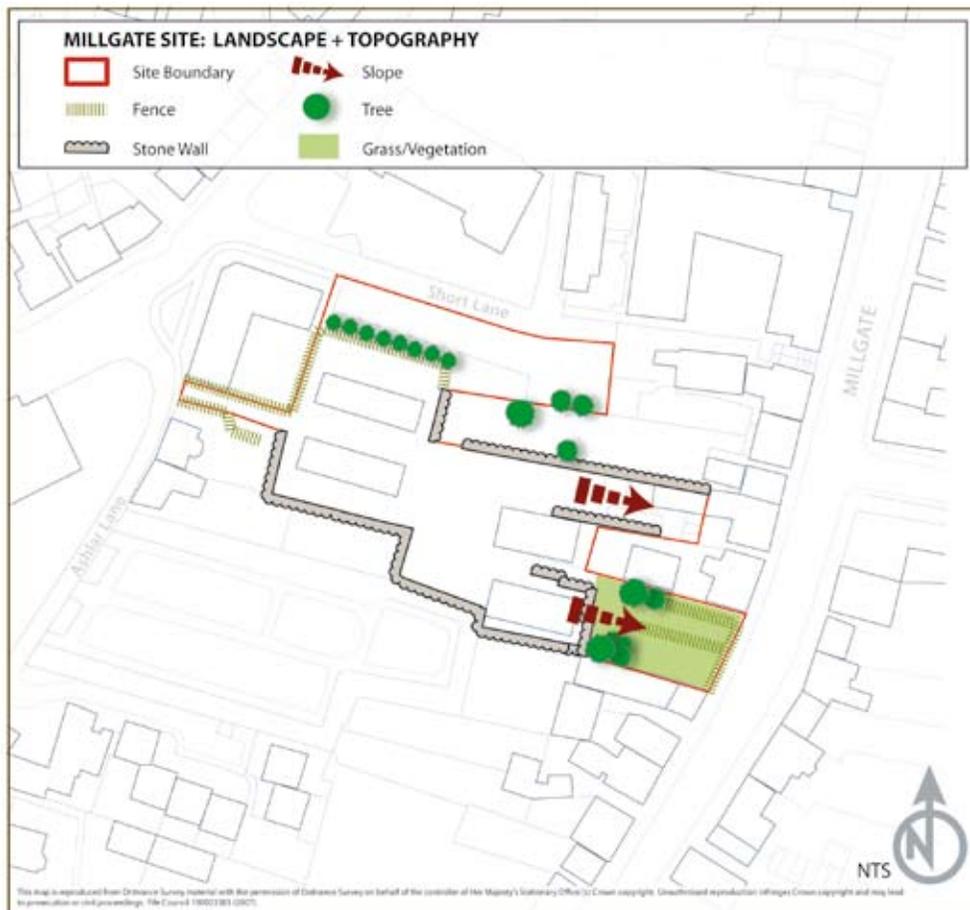


Figure 9 Landscape + Topography



Figure 10 Open Space Context

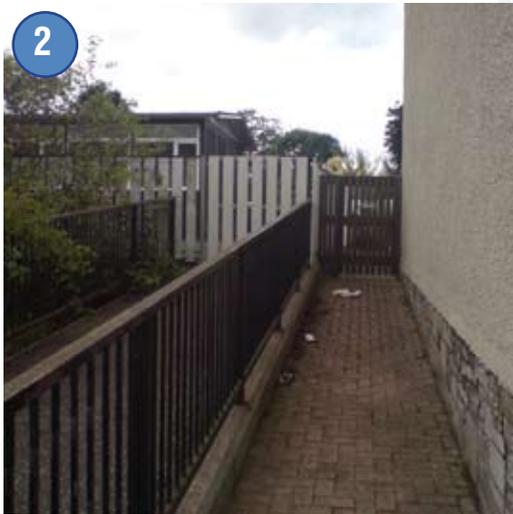
1



Approaching the site from Kirk Wynd presents a very quiet residential setting.

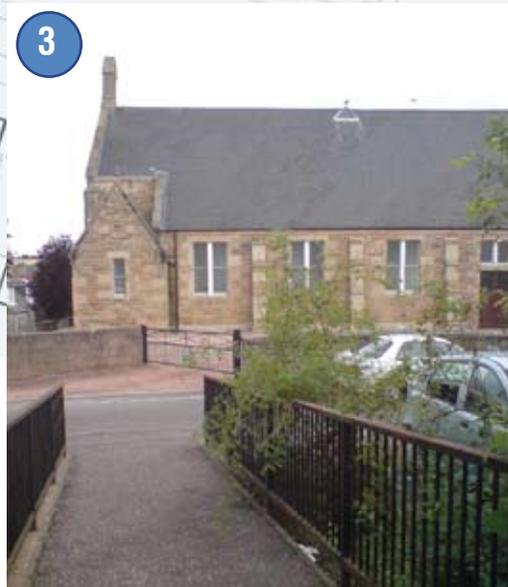


2



Existing pedestrian access points about those for adjacent residences.

3



At present there is no vehicular circulation within the site...

4



...however the site includes a portion of the well-used Short Lane car park.

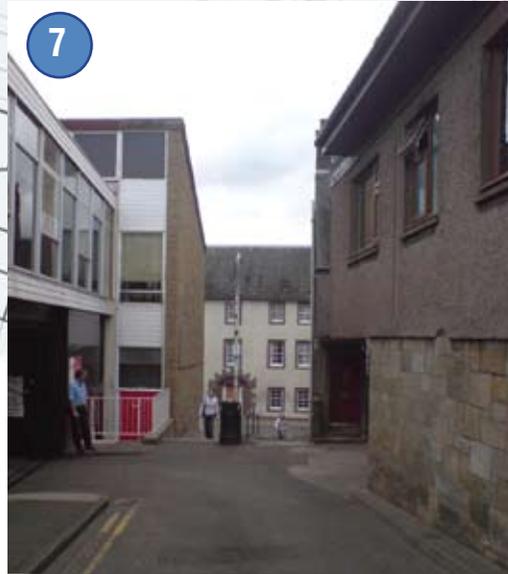
North



*There are already plans for upgrading this car park to meet rising demand.*



*Some new residential development and infill has already begun near the site.*



*Continuing on from Short Lane is a key pedestrian linkage from the residential area to the Millgate, serviced by local buses...*



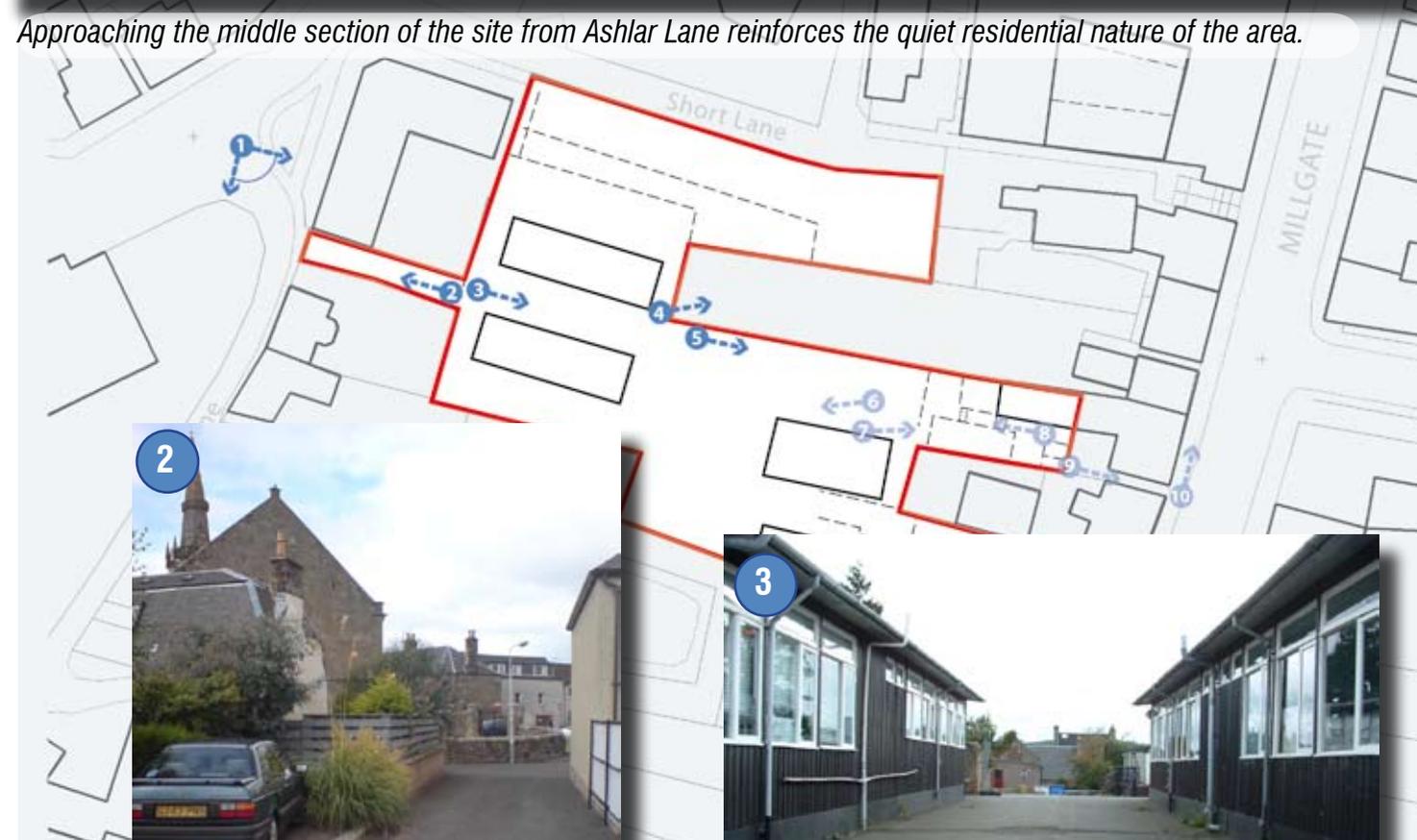
*...and the nearby rail station, a 2 minute walk from the site.*

section

# Middle



Approaching the middle section of the site from Ashlar Lane reinforces the quiet residential nature of the area.



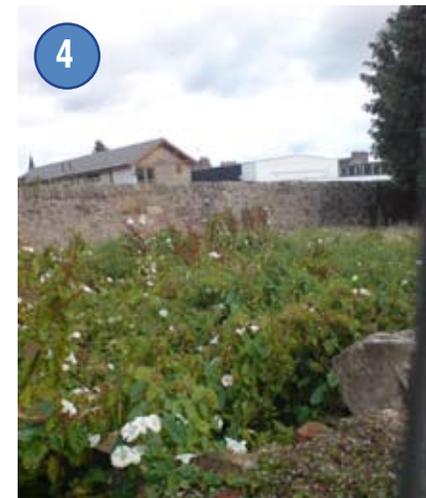
There is a significant downward slope towards the eastern and southern site boundaries.



The site access here is used by neighbouring residents to provide for private parking



The existing classroom buildings were built as temporary structures and have no architectural value.



Between the Short Lane car park and the middle 'arm' of the site is inaccessible green space.

# section



The site benefits from good views of the Cupar Old and St. Michael of Tarvit Parish Church, an iconic structure in the town.



Although the site is currently closed to the public, there is a high potential for permeability...



...across the site boundary...



...through existing semi-private space...



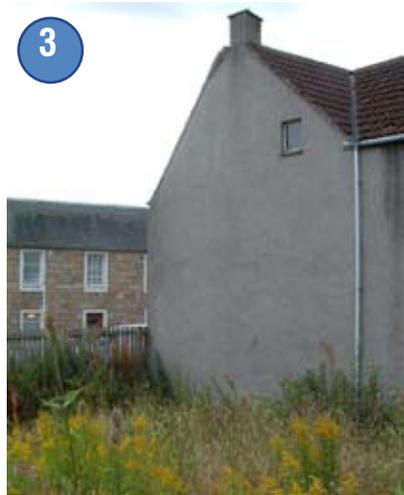
...onto Millgate, serviced by local buses and in close proximity to the rail station.



*The southernmost section of the site is very distinct...*



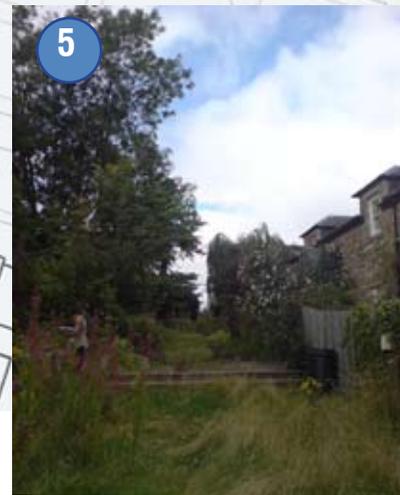
*...it is currently undeveloped, serving as a dense green area which is noticeably segregated from surrounding uses.*



*The southern site boundary abuts adjacent buildings...*



*...careful consideration will need to be given to situating new development.*



*This section is the lowest area of the site.*



# South Section



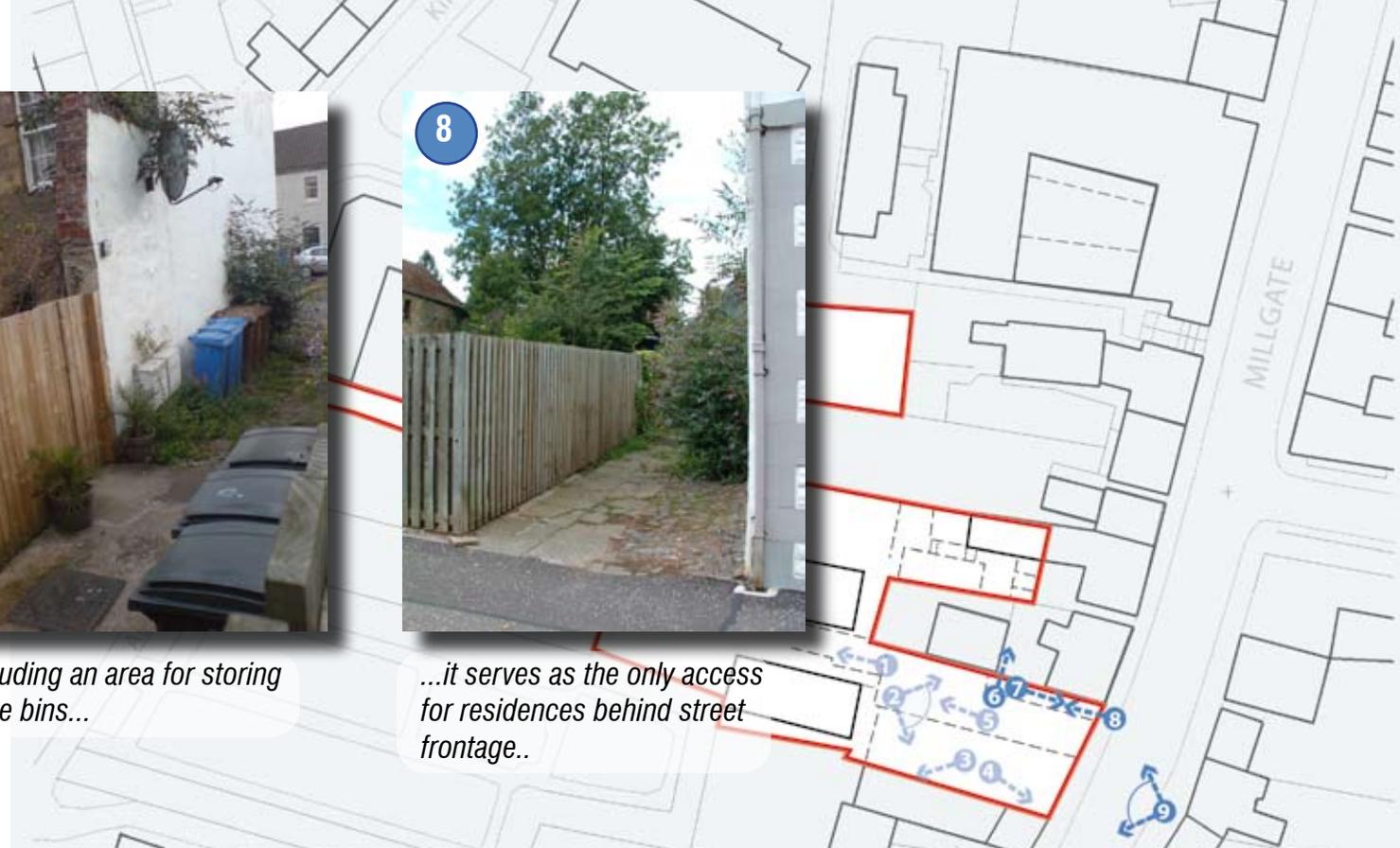
6  
*Pedestrian access here is used exclusively for access to neighbouring homes...*



7  
*...including an area for storing private bins...*



8  
*...it serves as the only access for residences behind street frontage..*



9  
*The site is otherwise inaccessible from Millgate, with the undeveloped southern section presenting a significant break in frontage along this key street.*

## 4.6 Conclusions

The information provided in the section above is useful for formulating a development framework for Millgate. The strengths and opportunities of the site naturally give rise to development opportunities and threats, as outlined in Table 1. These opportunities and threats are used to inform the development principles outlined in Section 8.

Table 1: SWOT Analysis for Millgate

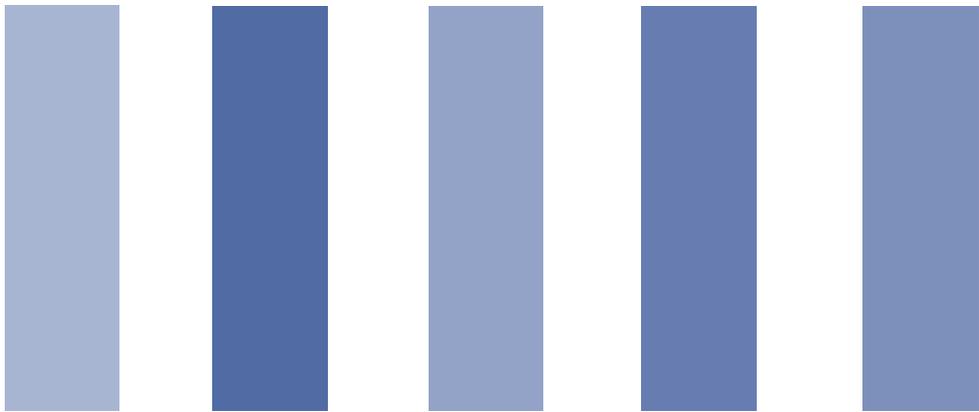
|  |  |
|--|--|
| <p><b>Strengths</b></p> <ul style="list-style-type: none"> <li>• <i>The site is located in a quiet residential area full of local character and history;</i></li> <li>• <i>It is in close proximity to the diverse range of high-quality amenities offered by the town centre and its surrounds, including ample open space;</i></li> <li>• <i>It benefits from good local and regional connectivity, including highly accessible public transport modes; and</i></li> <li>• <i>Its current form provides a near blank-slate for new development;</i></li> </ul>   | <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• <i>This site presents an opportunity to meet the strategic housing needs of Cupar’s town centre;</i></li> <li>• <i>New development, including new buildings will be possible throughout the site;</i></li> <li>• <i>New residential development will be able to showcase some contemporary Scottish architecture, adding value to the conservation area; and</i></li> <li>• <i>Public realm and environmental improvements would define the residential character of the site and create a high-quality sense of place for new and existing residents.</i></li> </ul>   |
| <p><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>• <i>The site is oddly shaped, with significant level differences;</i></li> <li>• <i>The existing historic form and conservation area character will restrict the form of new development;</i></li> <li>• <i>The existing road network is substandard and will require upgrading to cope with additional peak-time traffic generated by new development; and</i></li> <li>• <i>There is an existing parking shortage in the area, which will require some mitigation to ensure new and existing residents’ parking needs are appropriately met.</i></li> </ul> | <p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• <i>‘Cookie-cutter’ developments, or the inappropriate application of architectural features on new development would detract value from the existing conservation area and the site’s sense of place;</i></li> <li>• <i>New development which neglects the importance of the public realm could detract value from the existing conservation area and the site’s sense of place;</i></li> <li>• <i>New development which fails to provide transport improvements or measures would significantly contribute to the existing congestion, particularly along Millgate, and the parking shortage felt throughout the town centre.</i></li> </ul> |

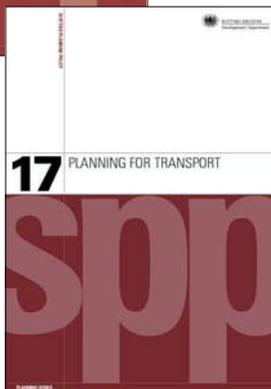




Policy Framework

# *Policy Framework*





## 5.1 Introduction

This section provides an overview of the policy guidelines relevant to future development at Millgate. These guidelines are in place to ensure the strategic aims and objectives are met at national, regional and local levels. The following is an overview only, and should not substitute for a baseline policy review or statutory consultation obligations as part of future development initiatives or as part of the planning application process.

## 5.2 National Guidance

**The National Planning Framework (2004)** (NPF) is a non-statutory planning policy document offering a long term vision for spatial development in Scotland to 2025. The NPF emphasises the importance of investing in major infrastructure, and delivering in the right place at the right time. It states that strategic development needs to be built around major infrastructure, not the reverse. The strategic objective for the Cupar area in Fife is of economic diversification and environmental stewardship. Cupar has strong opportunities to achieve this goal by utilising its position along two strategic national routes linking north-south traffic between Edinburgh and Inverness as well as east-west traffic between Glasgow and St. Andrews.

On the enactment of the Planning etc (Scotland) Act 2006, a National Planning Framework became a statutory requirement. The Scottish Executive has started to produce a second national planning Framework (NPF2). NPF2 will set out a spatial strategy up to 2030 and provide a context for strategic plans for the City Regions and Unitary Development Plans. The requirements for Fife in NPF2 which are particularly relevant to the Brief include:

- The continued recognition that infrastructure is vital for development.

- Clear support for investment in infrastructure to facilitate development to 2030 and beyond.

National planning policies outline the key objectives of the national government for achieving this strategic vision. The relevant national planning policies are:

- Scottish Planning Policy 1: The Planning System (2003) (SPP1);
- Scottish Planning Policy 3: Planning for Housing (2003) (SPP3);
- Scottish Planning Policy 8: Town Centres and Retailing (2006) (SPP8);
- Scottish Planning Policy 17: Planning for Transport (2005) (SPP17); and
- National Planning Policy Guideline 18: Planning and the Historic Environment (1999) (NPPG18).

**SPP1** nominates the design of new development as a material consideration in determining planning applications as it plays a significant role in the success of new development. High quality design should be a priority for re-development at Millgate, and should work to fulfil the national goal of delivering sustainable development.

Development at Millgate should:

- Consider the diverse needs of the local community;
- Encourage energy efficiency and the creation of pleasant, healthy and crime free environments through high quality layout and design of development;
- Conserve historical and cultural assets;
- Support better access by foot, cycle and public transport as well as by car; and
- Consider the lifecycle of the development from the

outset.

These critical factors are considered in more detail in subsequent planning policies.

The development opportunity presented by Millgate will include a housing component. **SPP3** identifies the role that housing opportunities can have on meeting the housing demands of the local community, impacting on the quality of life of local residents as well as reviving historic areas. Given Millgate's proximity to and relationship with the town centre, it is important that the affordability, design and density of housing development consider these issues appropriately.

Re-development of the Millgate site also presents an opportunity to add viability and vitality to Cupar's historic town centre. In line with **SPP8**, the design and use of new development should take into account the wider impact on the historic character and identity of Cupar, the economic and employment opportunities of the local community, and the role of the development in creating a meaningful sense of place. It is therefore appropriate to encourage new development to include a diverse mix of uses where possible, adding value to Cupar's strengths and enhancing its role within the wider Fife network.

Re-development at Millgate will primarily impact upon existing pedestrian transport networks within Cupar's town centre. **SPP17** stresses that the co-ordination of land use patterns with transport routes should inform the design and layout of new developments. In particular, the design of new development should provide for a high level of pedestrian accessibility and permeability. In addition, SPP17 recognises that transport and related land-use proposals can have a significant effect on the quality of the historic environment, and should be considered carefully in new development.

Finally, preserving the cultural heritage of Cupar's built environment in line with the principles of sustainable development should be a key consideration. Historic buildings

provide important character features to townscapes, but can be under-utilised or undermined by new development. **NPPG18** outlines the role of both planners and developers to identify and protect the character of buildings and areas of architectural or historic interest. This includes recognising and preserving existing land uses and patterns of social and economic activity within Cupar's town centre.

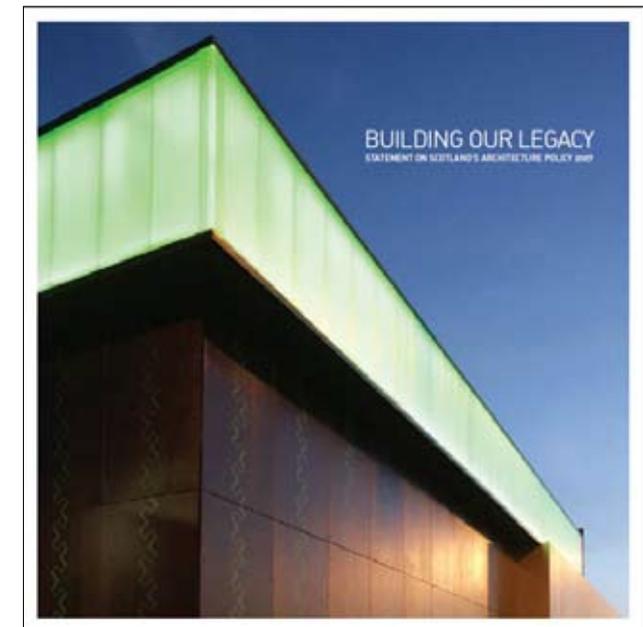
In line with national policy, this development brief is intended to:

- Outline the key considerations in formulating design and to guide developers in matters of density, scale, layout, access arrangements, building heights and materials for Millgate; and
- Provide developers with a preferred land-use statement to ensure new development is both sensitive to and benefits from the constraints and opportunities presented by Cupar's historical environment.

### ***Supplementary National Guidance***

The Scottish Executive lay out their priority for high quality architecture and building design and urban design in **Building Our Legacy: Statement on Scotland's Architecture Policy (2007)** and **Designing Places: A Policy Statement for Scotland (2001)** respectively. Key issues coming from these documents are:

- High quality design is a material consideration for determining planning applications, and should not be marginalised or considered an option in the development process;
- Development design should be informed by community engagement and participation and should be guided by sound design principles; and



- Careful consideration should be given to the design frameworks in place to ensure development proposals are in line with existing guidance and meet local design codes and standards.

Other national planning advice which should be considered are:

- **PAN 44: Fitting Development into the Landscape (1994)** describes Scotland's unique tradition of fitting urban design into the landscape, and encourages developers and planners to carefully consider the design and fit of new residential developments.
- **PAN 52: Planning and Small Towns (1997)** recognises the demographic and economic pressures which set small towns apart from larger urban areas. It introduces some of the planning issues distinct to small towns including provision for regeneration and expansion, town centres, transport issues and townscape quality.
- **PAN 56: Planning and Noise (1999)** addresses the general principles associated with noise policies in development plans, the significance of noise in designated areas, and measures to mitigate noise impact through planning conditions, enforcement, environmental assessment and other statutory controls.
- **PAN 59: Improving Town Centres (1999)** emphasises the importance of town centres in including local residents within wider social and economic networks, providing vital employment and leisure opportunities and determining the overall quality of local residents' lives. Developers should be particularly sensitive to the impact of new developments on the quality and function of the existing town centre.

- **PAN 65: Planning and Open Space (2003)** gives advice on the role of the planning system to protect and enhance open space wherever possible. This can and should include the creation or protection of open space in urban areas.
- **PAN 67: Housing Quality (2003)** explains how Designing Places should be applied to the development of new housing in Scotland. This should include ensuring that the design of housing reflects its context, both physically and within the market, reinforces local and Scottish culture and is fully integrated into the existing settlement pattern.
- **PAN 68: Design Statements (2003)** highlights the importance of design statements in the planning process, and serves as a guide for applicants submitting development proposals at any scale. It aims to see design statements used more effectively achieve the aims set out in Designing Places.
- **PAN71: Conservation Area Management (2004)** is intended to serve as a guide for planners, developers, residents and community organisations in protecting and enhancing the integrity of the historic environment within designated conservation areas.
- **PAN 75: Planning for Transport (2005)** outlines methods for integrating new planning into existing transport networks and enhancing networks to promote safe, reliable and sustainable transport in Scotland.
- **PAN 76: New Residential Streets (2005)** demonstrates how residential street can be better designed to reduce the priority given to vehicles. This includes layouts, traffic calming measures, shared spaces, materials and landscaping initiatives that will help create better places.





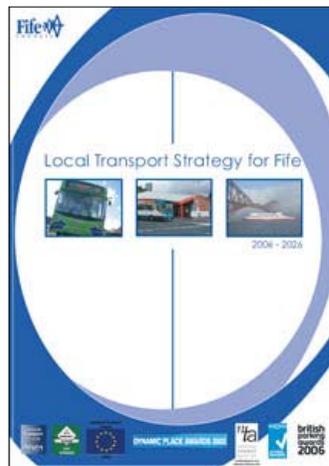
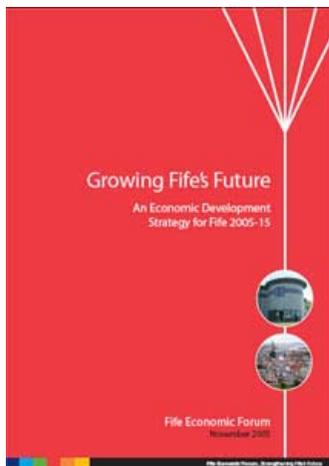
- **PAN 77: Designing Safer Places (2006)** reinforces many of the key themes related to design and community safety including the importance of context, identity and layout to new developments.
- **PAN 78: Inclusive Design (2006)** looks at how the design of buildings and places can facilitate the use of space by all members of the community, regardless of age, gender or disability. This is an important element in the place-making process.
- **PAN 81: Community Engagement – Planning with People (2007)** encourages both developers and planners to take an active role in engaging the local community at the earliest possible stage for development proposals which affect their lives. This is a critical factor in ensuring new developments are successful and inclusive of community needs.
- **Memorandum of Guidance on Listed Buildings and Conservation Areas (1998)** details the policies and requirements in place for protecting Scotland natural and built heritage. These will be important material considerations for any planning application submitted for Millgate.
- **Planning Circular 12/1996: Town and Country Planning (Scotland) Act 1972 Planning Agreements** describes how agreements made under Section 50 of the Town and Country Planning (Scotland) Act 1972 can be used to restrict or regulate the development or use of land and provides guidance on when such agreements should be used.
- **Planning Circular 4/1998: Use of Conditions in Planning Permissions** outlines the tools which allow planners to impose appropriate planning conditions on development as part of the application process.

### 5.3 Strategic Context

For Fife 3 documents include:

- Fife Community Plan (2004);
- Growing Fife's Future: An Economic Development Strategy for Fife 2005 – 2015; and
- Local Transport Strategy for Fife (2006);

The **Fife Community Plan (2004)** is described by Fife Council as “the most important plan in Fife” (www.fife.gov.uk). Approved in 2004, the Plan outlines the common aims, objectives and key drivers for the Fife Partnership, an organisation bringing together Fife Council, NHS Fife, Fife Constabulary, Councils for Voluntary Service (CVS) Fife, Scottish Enterprise Fife, Fife's Further and Higher Education establishments and Communities Scotland. The main principles from the Community Plan which inform this brief are to safeguard and improve the quality of the environment by reducing the area of under used urban land and developing a stronger local community by delivering development which meets residents' needs and improves residents' satisfaction with their local areas.



**Growing Fife's Future: An Economic Development Strategy for Fife 2005 – 2015** is informed by the Framework for Economic Development in Scotland (FEDS), and is intended to more closely co-ordinate transport, planning, economic and social justice initiatives. Although the primary area of concern is Central Fife, Cupar in East Fife will also benefit from strategies to diversify economic activities, improve skills and productivity and increase businesses of scale within the region.

**The Local Transport Strategy for Fife (2006) (LTS)** sets out the 5-year short term programme, 10-year medium term plan and longer 20-year vision and objectives for transport delivery. Fife's vision is of an integrated and sustainable transport system which is accessible to all and contributes towards a strong economy, strong community and healthy environment. Cupar is located at the crossroads of all major road links in East Fife, and is identified as a significant area of congestion within Fife, with an annual average daily traffic flow of 10,870 in 2004. As part of the long-term transport strategy, a Northern Relief Road has been planned to reduce some of the through traffic currently congesting the town centre.

### 5.4 Development Plans

The development plan for Cupar is laid out in:

- Finalised Fife Structure Plan (2006); and
- Cupar and Howe in Fife Local Plan (2003)

**The Finalised Fife Structure Plan (2006)** consolidates the aims and objectives of the Community Plan (2004) and the Local Transport Strategy (2005) into land use policies and proposals.



### Finalised Fife Structure Plan 2006-2026

#### Written Statement

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



Cupar is identified as a local Housing Market Area (HMA) for Fife in Policy H1, recognising its popularity as a residential area. It also serves an important function as the service centre for much of the surrounding rural area. To strengthen these roles, Policy SLA identifies Cupar as a Strategic Development Area (SDA), making it the focus for residential development, affordable housing opportunities, a relief road and business or retail park to the North of the town and environmental improvements to the town centre over the next 20 years. Its position at the edge of the core town centre presents a number of possibilities for re-development at Millgate. Guiding policies relevant to development opportunities at Millgate are:

- Policy BL1 emphasises the importance of developments on brownfield sites such as Millgate are appropriate and compatible with surrounding land uses, and provide environmental, community and economic benefits in line with sustainable development principles.
- PDC1 outlines developer requirements to contribute to the delivery of essential community infrastructure and is intended to ensure the benefits of new development are maximised within the community. This requirement will be imposed through planning conditions, legal agreements or through other mechanisms.
- Proposals PH1 and PH2 identify a shortfall of 1,850 houses for Cupar, and outline the phased strategic allocation of 1,450 houses over the next 20 years.
- Policy H2 highlights the need for new housing to provide a range of types and tenures including both affordable and special housing needs. Affordable housing provision is outlined in policy H4, where 20% of housing development in Cupar should be affordable housing. Sites providing 20 or more units should deliver this allocation on-site unless exceptional circumstances are presented.

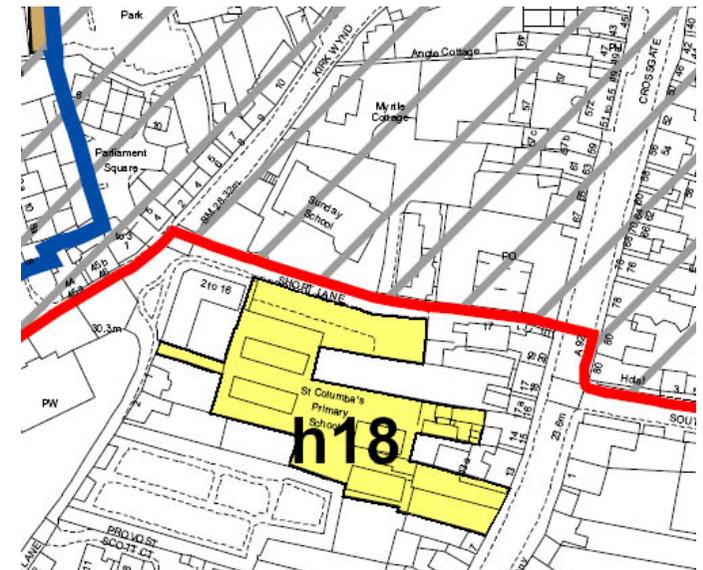
Specialised housing, such as sheltered housing and nursing homes will count towards this affordable housing requirement.

- Policy H3 encourages new housing development to be co-ordinated with the supporting infrastructure including community facilities.
- Policy T1 asserts that new development of any kind must be accessible to existing transport networks and make provisions for pedestrian and cycle routes and accessibility.

The **Cupar and Howe of Fife Local Plan (2003)** outlines policies regarding affordable housing, design, layout, land use compatibility and planning gain as well as policies regarding acceptable transport and access arrangements for the Cupar area. It will be updated by **The St. Andrews and East Fife Local Plan (2005)**, currently in finalised draft plan format. The main objective for development within the Cupar area will remain in line with the policies laid out in the Finalised Fife Structure Plan is to re-establish Cupar's role as the service centre for East Fife. In order to do this it is essential that economic and service growth is prioritised to match residential growth.

The Millgate site has been identified in the local plan as significant for meeting the needs for housing in the short-medium term, with 15 housing units preferred for delivery between 2011-2016. Important policies and guidelines for Millgate are:

- Policy H2: Affordable and Special Needs Housing confirming the 20% affordable housing requirement laid out in the Finalised Structure Plan. On site provision of affordable housing is preferred, however where required and if justified, an off-site allocation may be negotiated separately.



Extract from St. Andrews and East Fife Local Plan Finalised Draft Plan Statement (2005)

-  Millgate Site
-  Town Centre Boundary
-  Conservation Area Boundary

- Policy E2: Development within Town and Village Envelopes supporting development which is in compliance with the Structure and Local Plan proposals or development briefs.

- Policy E3: Development Design and Quality requiring design and environmental quality to be critical factors in new developments.
- Policy E6: Conservation Areas protecting the character of conservation areas from being undermined by new development.
- Policies E22: Trees on Development Sites and E23: New Tree Planting making existing trees a consideration in new development, and requiring developers to identify trees which will be affected by development and to submit a comprehensive tree survey and a programme of works for agreement with planning applications. In addition, new tree planting is now an integral part of new development.
- Policy C10: Footpaths/Cycleways/Bridleways requiring all paths or routes which will be affected by new development to be re-routed prior to development taking place.
- Policy T1: The Transport Network requiring new development to be accessible to sustainable modes of travel and facilitate safe routes to schools, stations and major transport interchanges.
- Policy T2: Traffic Safety in New Development requiring new development to prioritise pedestrian safety in line with local transport plan guidelines.
- Policy I1: Renewable Energy promoting the use of renewable technologies including micro-renewables within brownfield sites, and requiring developers to submit information on infrastructure requirements and impacts of new development.
- Policy A1: Developer Requirements outlining the requirement for developers to contribute to essential community infrastructure as instructed through planning conditions or other binding agreements.

Informing the Local Plan, the **East Area Transport Plan (2005)** outlines the key areas of concern and opportunity with regard to transport in Cupar. The Millgate site is located within the existing Cupar Town Centre transport network. Relevant transport policies and proposals for Millgate are:

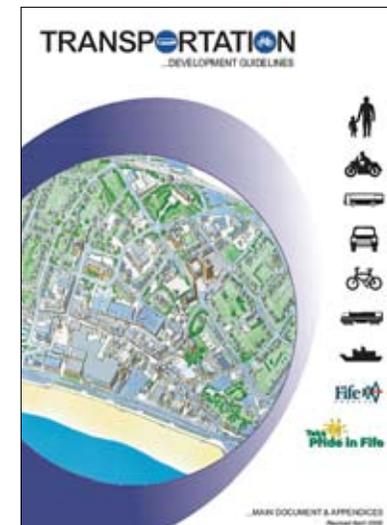
- Policy CUP P3: Work towards a comprehensive system of safe walking and cycle routes within Cupar.
  - Provision of an improved pedestrian/cycle link between Millgate and the town centre.
  - Safer Routes to Stations initiatives proposed to enhance safe pedestrian and cycle links.
- Policy CUP P4: Enhance pedestrian priority in the town centre.
  - Upgrades to the path linking Short Lane to Crossgate will increase pedestrian access to the Millgate site.
- Policy CUP P5: Develop local bus services by innovative approaches.
  - A local/express bus interchange has been proposed for the Crossgate to enhance the pedestrianisation of the area and strengthen links between the town centre and the outlying region.
- Policy CUP P7: Reduce Traffic congestion in the town centre.
  - A northern relief road is proposed for the medium to long term which will re-direct through traffic away from the town centre, reducing congestion near the Millgate site.
- Policy CUP P8: Manage parking provision in the

centre to that which is essential for residents, commercial and social activities.

- Parking priority is given to short-stay users and cycle parking to encourage more sustainable modes of travel.
- Proposals to upgrade the car park at Short Lane adjacent to Millgate to meet town centre parking needs.
- Millgate is shown in the outer core of the Controlled Parking Zone (CPZ) with a maximum parking stay of 4 hours.

## 5.5 Supplementary Planning Guidance

The design of any new junctions) will be in accordance with the Fife Council's '**Transportation Development Guidelines**' which state that for the development size being considered, one junction will be sufficient.



**Creating a Better Fife: The Fife Urban Design Guide (2005)** provides supplementary planning guidance regarding the Council's commitment to place making and high quality urban design with four strategic design principles:

- **Creating Places of Character and Identity**

To enhance the existing urban character and identity, new developments should be designed to have strong building lines and active street frontages, particularly along transport routes. The scale of buildings should be appropriate to the context and varied roofscapes are encouraged. Buildings should have a contemporary design while also incorporating local materials. Where possible, the architecture should reflect Fife's industrial ties.

- **Creating High Quality New Development**

High quality design ensures that developments are legible to all users and that buildings are diverse and adaptable in the long term. This involves considering the various needs of multiple present and future users of the site. Built form should therefore be simple and robust to avoid future use restrictions.

- **Creating Safe and Pleasant Open Spaces**

It is important to consider the area between buildings to create safe and pleasant open spaces. New developments should therefore consider the design of thoroughfares and landscaping from the outset.

- **Creating Places which are Easy to Move Around In**

Integrating the site into the surrounding context is crucial to creating places in which it is easy to move around. This includes ensuring a high level of pedestrian permeability. In addition, the inclusion of any off-street parking should be considered from the outset of the design and should not affect building frontages.





Ground Conditions & Services

# *Ground Conditions & Services*

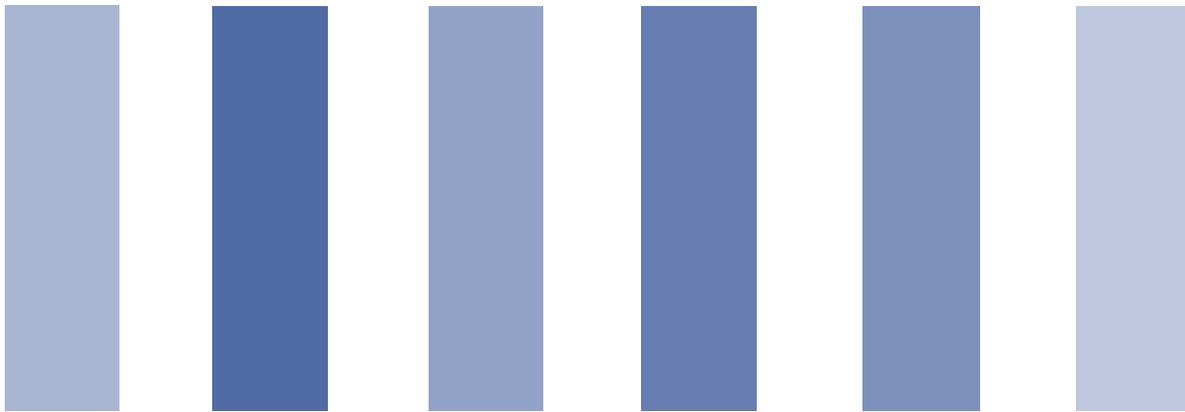


Figure 11 Ground Conditions + Services

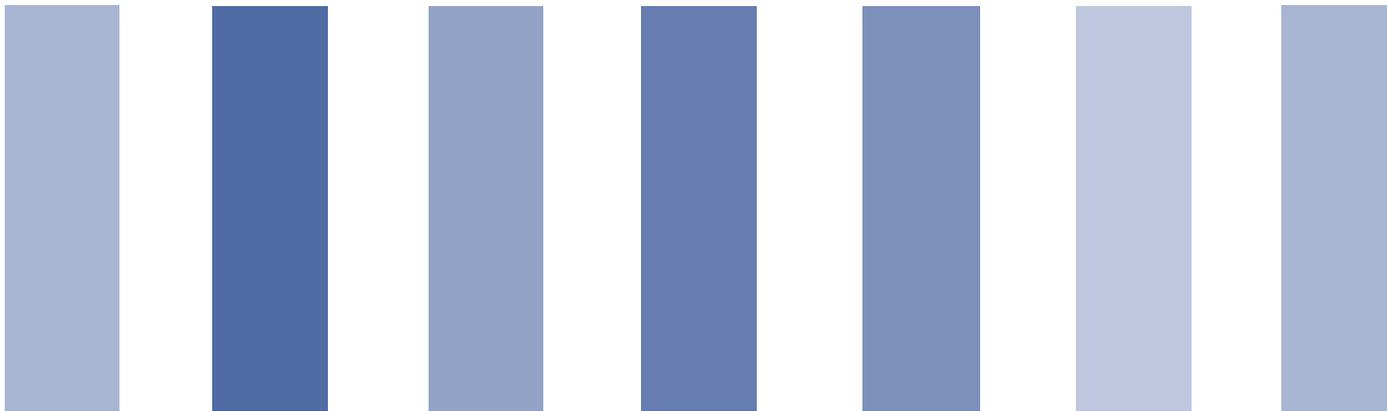






Public Consultation

# *Public Consultation*



## 7.1 Introduction

Given the strategic location of the Millgate site, it was important to ensure that preferred development options were considered within the context of town centre development. In order to identify the key development considerations, a stakeholder meeting, facilitated by Halcrow, was held in Cupar County Buildings on 15 October 2007. Invitees were chosen by Fife Council based on their involvement with:

- Fife Council
- Community Council
- Organisations with a strategic interest in Millgate, including:
  - Historic Preservation
  - Affordable Housing
  - Business Development or Investment
  - Other interests

Table 2 provides a list of all invitees.

Table 2: List of Stakeholder Meeting Attendees

| Fife Council  | Community Council  | Other  |
|---|--|--|
| <b>Attendees</b>  |  |  |
| Roger Guy (Local Councillor)<br>Gary Scott (Education Services)<br>Jim Mcleish (Economic & Regeneration Partnerships)<br>Frances Skene (Economic & Regeneration Partnerships)<br>Richard Simmons (Transportation Services)<br>Sharon Ward (Estates)<br>Joan Geddes (Development Services)<br>David Robertson (Housing Services)<br>Colin Gilbert (Locality Manager) | K.S. McGavin (Royal Burgh of Cupar and District Community Council)<br>Rev. Pat McNally (Royal Burgh of Cupar and District Community Council) | Jim Hair (Association of Businesses in Cupar and District)<br>Alan Henderson (Kingdom Housing Association Ltd)<br>Robert Steedman (Cupar & North Fife Preservation Society)??<br>Hugh LM Stewart (Cupar & North Fife Preservation Society)<br>Andy Graham (Primary Care NHS Trust) |
| <b>Apologies</b>  |  |  |
| Councillor Bryan Poole<br>Councillor Margaret Kennedy<br>Councillor Andrew Arbuckle<br>George Gibson (Development Services)<br>Andy Kelly ( Development Services)<br>Bill Lindsay (Development Services)<br>Superintendent Bill Laurie (Fife Constabulary)<br>Kenny Bisset (Environmental Health)<br>- information given<br>Tim Kendrick (Fife Partnership Manager) | Douglas Provan (Community Council)   | Steven Blaney (Federation of Small Businesses)<br>Marion Stewart (Cupar and North Fife Preservation Society)   |
| <b>Facilitators</b>   |  |  |
| Andrew Sim (Development Services)   |  | Laurie Mentiplay (Halcrow)<br>Jet Cameron (Halcrow)<br>Amanda Wetzel (Halcrow)   |

## 7.2 Approach

The meeting was held in conjunction with discussions surrounding the development of another former school site at West Port, for which another development brief has been prepared. The workshop agenda is presented below.

### 1.0 Background

- Fife Council aspirations

### 2.0 Introduction to Bell Baxter Site (West Port)

- Site Analysis/Context
- Development Issues
- Suggested Talking Points

### 3.0 Discussion Bell Baxter site (West Port)

Key issues/needs for the sites

- Land use and density
- Affordable Housing requirement, housing, Class 4 business use and community facilities
- Retention/conversion of Listed Buildings
- Traffic management
- Connectivity (cycle and pedestrian)
- Neighbouring residential amenity

### 4.0 Introduction to St Columba's site (Millgate)

- Site Analysis/Context
- Development Issues
- Suggested Talking Points

### 5.0 Discussion St Columba's site (Millgate)

Key issues/needs for the sites

- Land use and density
- Affordable Housing, housing
- Traffic management
- Connectivity (cycle and pedestrian)
- Neighbouring residential amenity

## 7.3 Outcome

The stakeholder workshop was successful in generating a dialogue surrounding the critical development issues at Millgate. These issues were summarised by Halcrow and distributed among attendees for agreement (Table 3).

Table 3: Issues arising from Stakeholder Workshop

|                       |   |                         |   |
|-----------------------|---|-------------------------|---|
| DEVELOPMENT POTENTIAL | <ul style="list-style-type: none"> <li>• Site exists outwith town centre designation and is relatively hidden from view.</li> <li>• Some confusion over ownership on and around site.</li> <li>• General agreement that it is not suitable for any type of development other than housing.</li> </ul>   | TRANSPORT/PARKING       | <ul style="list-style-type: none"> <li>• General agreement that existing transport system surrounding site is sub-standard.</li> <li>• Some concern over impact of traffic/parking needs generated by new development.</li> <li>• Particular concern over heavy congestion at Short Lane both in terms of traffic and parking.</li> <li>• General agreement that parking provision for new development should be kept to a minimum – i.e. no visitor parking should be provided on-site.</li> </ul>   |
| BUILT FORM/LAYOUT     | <ul style="list-style-type: none"> <li>• No buildings on site are to be retained.</li> <li>• General concern over development 'fitting in' to this oddly-shaped site.</li> <li>• Frontage at Millgate should be preserved to repair/enhance existing local character and form.</li> <li>• Given proximity to town centre amenities and rail station, development should maximise density on this site.</li> <li>• Buildings should be of 2-3 storeys as a maximum.</li> <li>• Built form should appropriately address issues of safety in town centre area.</li> </ul>              | ACCESS/MOVEMENT         | <ul style="list-style-type: none"> <li>• Preference for preserving high level of pedestrian access.</li> <li>• Access, particularly vehicular access, is not preferred at Ashlar Lane</li> <li>• Preferred vehicular access is at either Short Lane or Millgate:               <ul style="list-style-type: none"> <li>o Access at Millgate is limited by the significant level difference of the site and would destroy the opportunity to enhance street frontage here.</li> <li>o Access at Short Lane draws significant concern given the existing congestion problems.</li> </ul> </li> </ul> |
| HOUSING               | <ul style="list-style-type: none"> <li>• Allocated 15 units should be treated as indicative and should serve as a minimum guideline for this site.</li> <li>• General agreement that affordable housing is a strategically acceptable form of development.</li> <li>• General agreement that flatted developments (medium-higher density) are most acceptable form of housing.</li> <li>• General agreement that some ground level units should address the need for elderly/sheltered/disabled housing.</li> <li>• Preference for multi-level dwellings where possible.</li> </ul> | OPEN SPACE/PUBLIC REALM | <ul style="list-style-type: none"> <li>• Suitable open space provisions to be provided.</li> <li>• Private access to gardens.</li> </ul>  |

Three hypothetical design options were drawn up based on comments made at the stakeholder workshop. These options were distributed to the stakeholder list and presented at the Cupar Community Council meeting on 23 October 2007. They were also posted to neighbouring residents for comments. Considerations arising from the additional meetings are summarised in Table 4.

Table 4: Issues Arising from Subsequent Consultation

|                         |   |
|-------------------------|---|
| BUILT FORM/LAYOUT       | <ul style="list-style-type: none"> <li>• Mild concern over increased density detracting from local character.</li> <li>• Concern over alignment of new development detracting from privacy of existing properties, particularly overlooking gardens.</li> <li>• Preference for building heights which preserve skyline views from existing residences.</li> <li>• Re-emphasis given on strengthening frontage at Millgate.</li> </ul> |
| HOUSING                 | <ul style="list-style-type: none"> <li>• Preference for new housing development to be in keeping with the historic character of the area.</li> <li>• Emphasis on good quality design.</li> </ul>  |
| TRANSPORT/PARKING       | <ul style="list-style-type: none"> <li>• Little to no preference for parking provided at the frontage along the Millgate. This would only be acceptable if 'heavily landscaped' to preserve appearance of frontage.</li> <li>• Concern over adequate provision of parking and increased need for on-street parking inhibiting efficient traffic circulation.</li> </ul>   |
| ACCESS/MOVEMENT         | <ul style="list-style-type: none"> <li>• Access from Ashlar Lane strongly opposed by neighbouring residents.</li> <li>• Concern that increasing access around sheltered housing would disturb elderly residents.</li> <li>• Preference for single access to Short Lane.</li> </ul>  |
| OPEN SPACE/PUBLIC REALM | <ul style="list-style-type: none"> <li>• Desire to see improved public realm, particularly that which meets the needs of local elderly residents.</li> </ul>  |

A spatial interpretation summarising all consultation comments is presented in Figure 12.

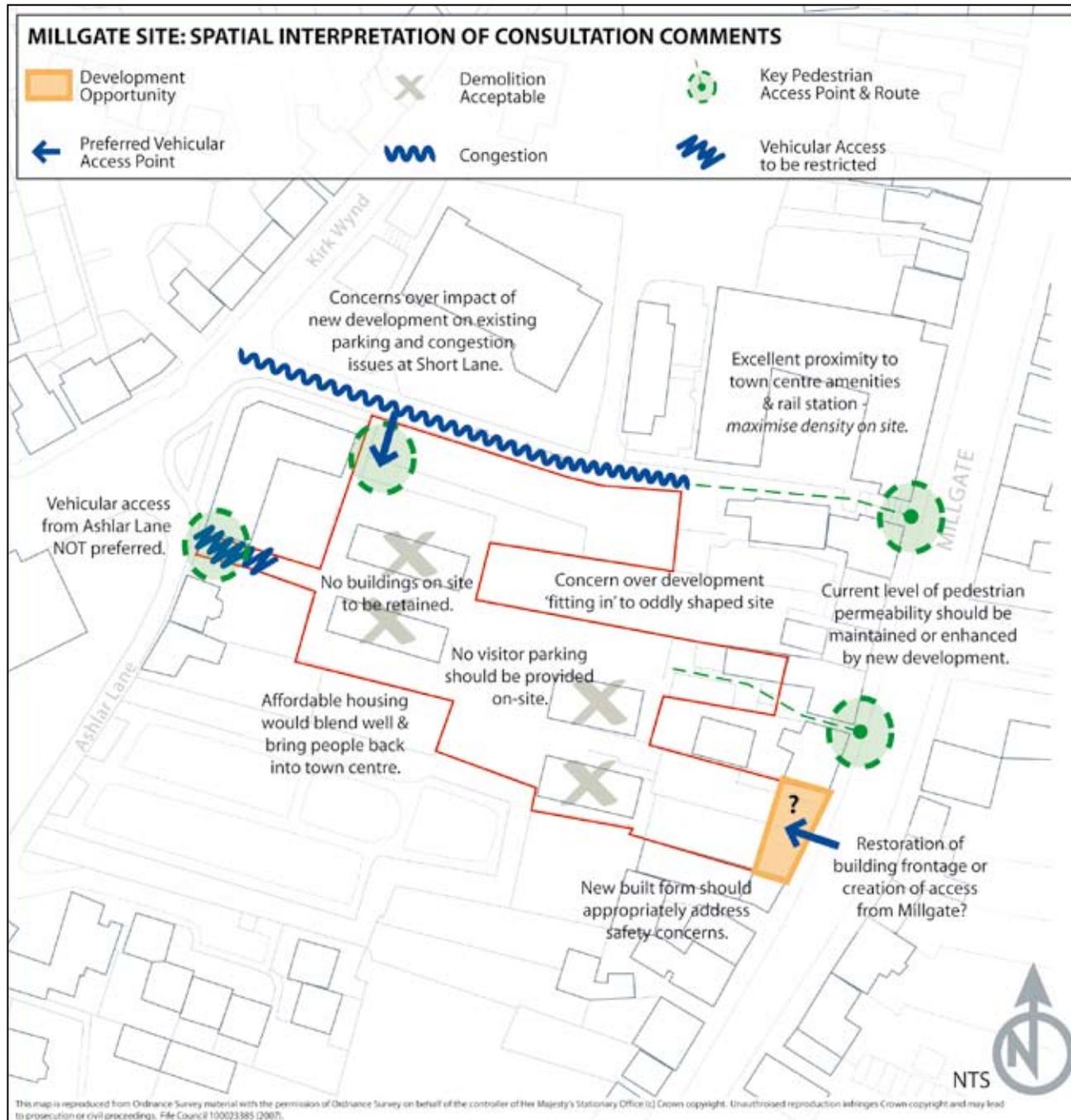


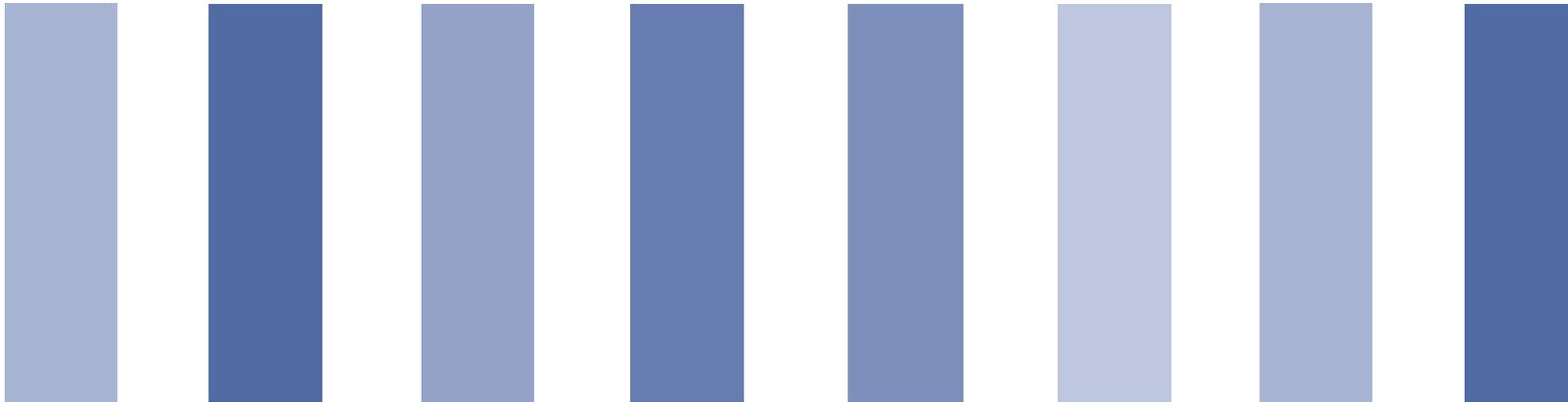
Figure 12 Spatial Interpretation of Consultation Comments



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Development Principles

# *Development Principles*



## 8.1 Introduction

This section will outline the key planning and urban design principles which will serve to:

- **Inform** prospective developers and others of planning and other issues related to the site; and
- **Communicate** the fundamental planning and design requirements that should influence the development of this site, identify potential requirements that reasonably relate to the development and to which the authorities will have regard when processing any planning application

The following planning and urban design principles work to resolve the issues identified in the physical site assessment, stakeholder workshops and subsequent consultation. A summary of key principles is given in Table 8.

## 8.2 Planning and Urban Design Principles

### *Development Potential / Land Use*

The Millgate site's proximity to the town centre is an advantage, particularly for local access and regional connectivity. However, as identified in the stakeholder workshop and as evident by the site assessment, the mixed-use nature of the town core does not extend as far south as the Millgate site. The most appropriate use is therefore residential, which is in keeping with the local character and in accordance with the local plan.

### *Access / Movement*

Linkages to surrounding areas will need to be maximised for pedestrians and cyclists. The design layout should promote walking, cycling and provide easy access to public transport routes. Vehicular traffic should be calmed by layout design rather than exclusively by regulation. The shared space principles of 'Home Zones' should be incorporated within the street layout.

There are various options to gain vehicular access to the sites as shown in Figure 13. The optimum access option would be via Short Lane (1). Access from Millgate (2) to the site is likely to be difficult due to the level differences involved and access from Ashlar Lane (3) would prove difficult due to the geometry of Ashlar Lane and the width restrictions due to the neighbouring properties. Pedestrian access at Ashlar Lane (3) should also be kept to a minimum due to possible disruption to the residents adjacent to the lane. The preferred transport layout is shown in Figure 14.

The design of any new junction will be in accordance with the Fife Council's 'Transportation Development Guidelines' which state that for the development sizes being considered, one junction will be sufficient.

As a result of the low volumes of traffic involved it will be adequate to provide a priority junction layout with a visibility splay of 4.5m x 90m and minimum corner radii of 6.0m to enable vehicles using the junction to manoeuvre safely.

Pedestrian and cycle access and permeability should be maximised. It would therefore be advantageous to have a pedestrian route from Short Lane (1) through the site with access onto the Millgate to the south east of the site (2). Alternative pedestrian routes include the linkage via Short Lane directly to the Millgate (4) and the semi-private linkage through the existing school buildings at the middle section of the site (5).

Pedestrians should be able to find their way simply and safely through the development which should be accessible to all (including people with mobility and sensory disabilities). Footways should be wide and of high quality with attractive street furniture. Pedestrian crossings and shared spaces should be at surface level and different materials and textural surfaces should be employed to enable people who are visually impaired to orientate themselves.

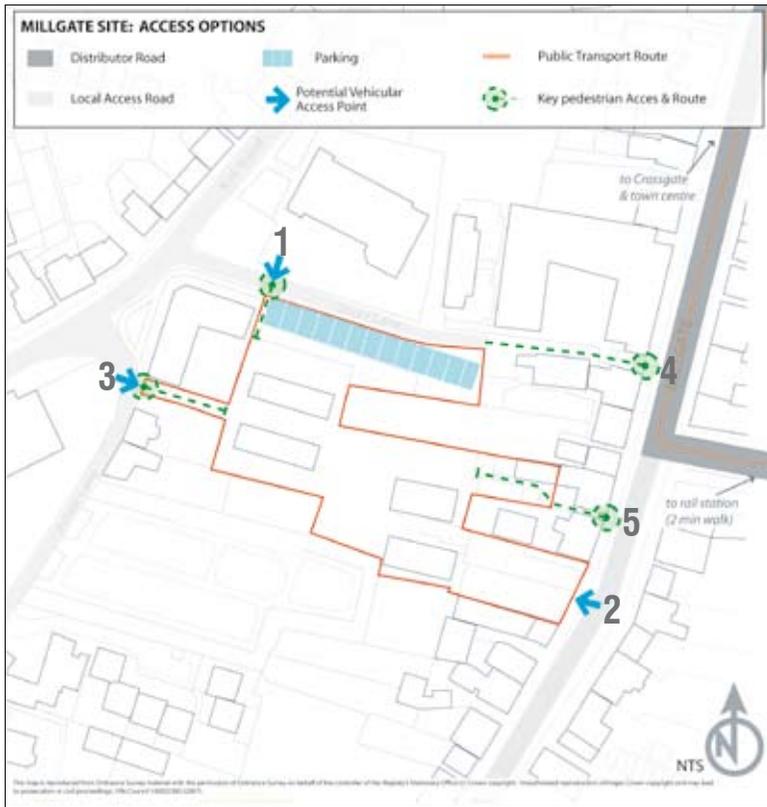


Figure 13 Access Analysis

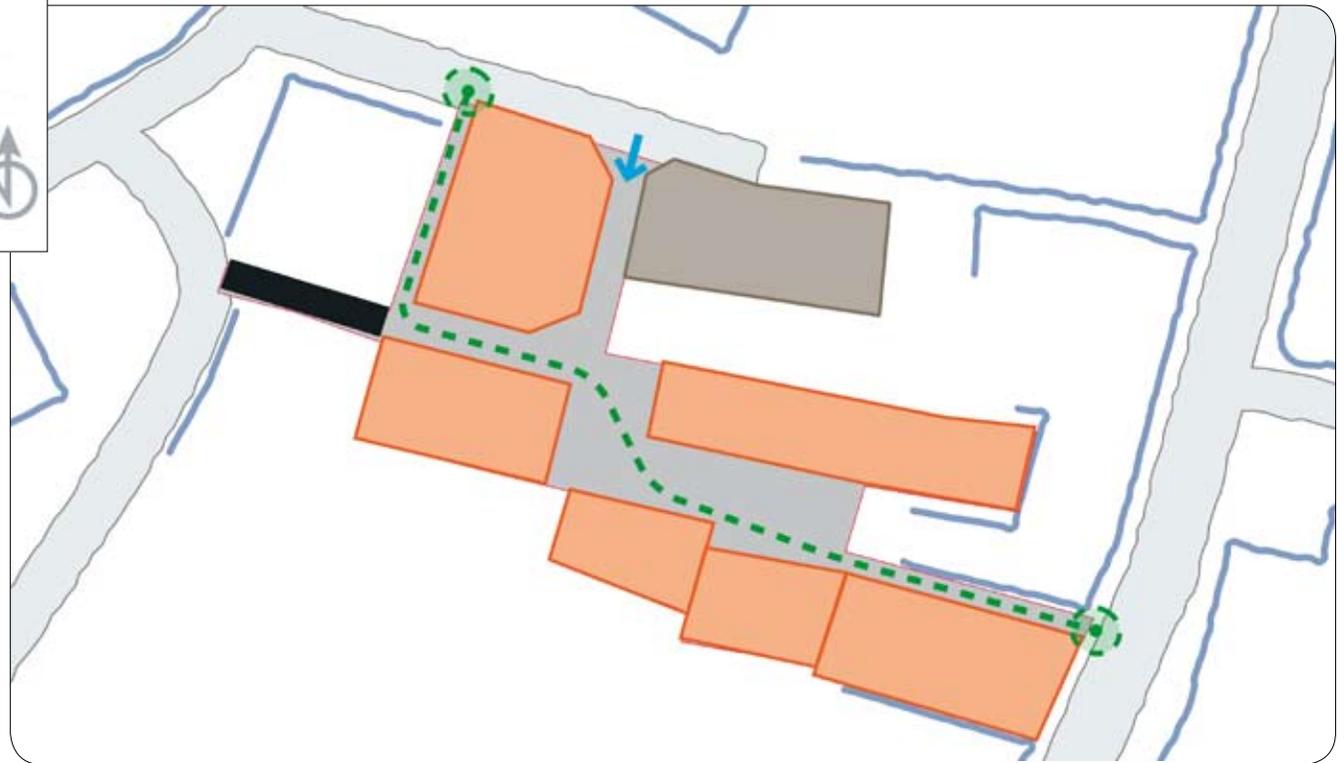


Figure 14 Movement + Access Opportunities

## Built Form / Layout

Also in accordance with the local plan, a maximum of 15 units would be appropriate. Buildings should be arranged such that the higher densities are close to the site edges and lower densities are located towards the centre of the site (Figure 15). The scale of the development should be in keeping with the surroundings and respond to the topography of the site. A 3 storeys maximum height along Short Lane and the Millgate would be appropriate. Units within the centre of the development should be 1 or 2 storeys and should be considerate of the privacy of existing residents.

The figure ground diagram shows the pattern of streets and form in Cupar, highlighting the most main streets (Figure 15, inset). These streets share a continuous street frontage with a more dispersed layout behind. The design should respond to this by restoring the historic frontage along the Millgate. This will work to effectively close the site and define the neighbourhood. It is also a suitable location for a 'permeable structure' which would allow direct access through the site onto the Millgate.

The legibility of the layout should be reinforced through buildings whose design responds to location within the scheme. Street frontages should be strengthened along Short Lane and Millgate. Distinctive buildings will be appropriate at these locations to create local landmarks, and demarcate the entrance into neighbourhoods.

Given the importance of a safe and attractive development, buildings should be aligned to face directly onto the shared spaces within the centre of the development. Buildings should be flexible in design, including internal or external corners that are of suitable height to define public and private spaces and direct movement through the site.

It is important that new developments work to add value to the local character and conservation area. This will include drawing inspiration from the existing residential area and preserving some of the site's key features.

- Images on the opposite page show the traditional Scottish architecture found in the area. New development should seek inspiration from these images, rather than simple replication.
- The historic stone walls present on the existing site are characteristic features within the conservation area. They should be retained and / or repaired wherever possible.

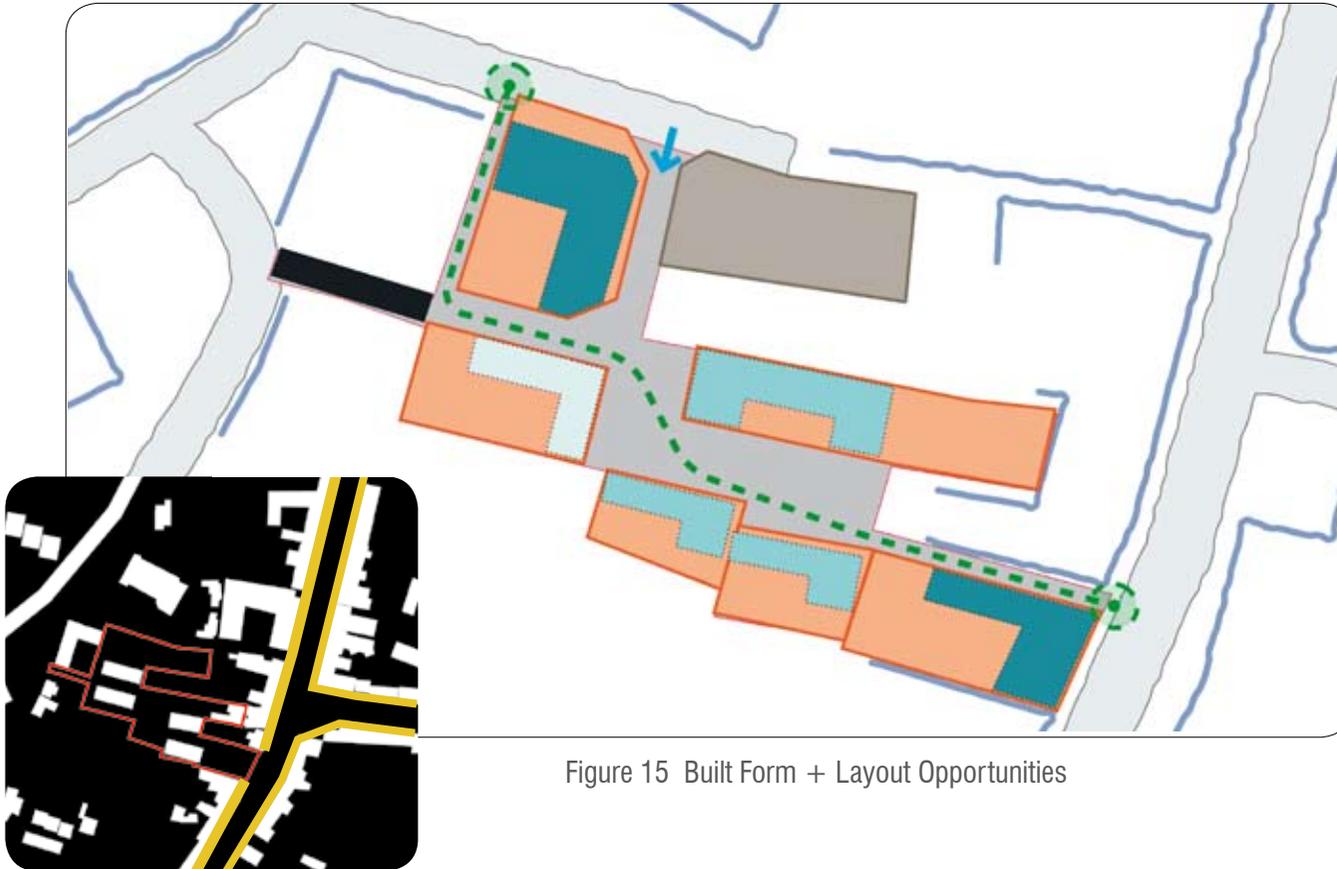


Figure 15 Built Form + Layout Opportunities



pitch

street frontage

rhythm



pantile

local distinctiveness



dormer windows

openings

stone boundary



chimney

pend

glazing



### Housing

A mix of units in terms of their sizes and type should be available at street level to provide visual variety and social integration. Units should be flexible in design to cater for the full range of housing needs. South-facing private gardens are preferred, to maximise solar gain. Proposed housing should include measures to maximise renewable energy in line with emerging policy guidelines. Minimum requirements include meeting 10% of the energy needs on site, but this figure may continue to rise in the future.

Although the site's potential falls below the threshold for provision of affordable housing units on-site, its strategic location in such close proximity to the town centre make it highly suitable for such development. Where appropriate, affordable housing should be distributed throughout the development site at street level and integrated with the open market housing rather than being isolated within a single built structure. This will work to promote a social mix and cater to the growing range of needs addressed by affordable housing tenures.

Following discussions with stakeholders it is evident that this site could be used strategically to meet the Affordable Housing requirements of other development sites within the town centre, in particular that at West Port.

### Transport / Parking

Given the size, geometry and level differences of the site, open transport circulation is not advisable.

#### Traffic Impact

TRICS is a database system comprising a large number of records of individual developments across a wide range of land use categories. Within these records are one or more pages of survey counts, traffic or multi-modal. These counts are backed up by detailed information on the sites themselves and the local environment Trip rates for Millgate were extracted from the TRICS database based on assumed residential development and are summarised in the table below.

Table 5: Traffic Impact / Trip Rates

|         |                |       |
|---------|----------------|-------|
| AM Peak | Arrival Rate   | 0.276 |
|         | Departure Rate | 0.569 |
| PM Peak | Arrivals       | 5     |
|         | Departures     | 9     |
|         | Arrival Rate   | 0.483 |
|         | Departure Rate | 0.224 |
|         | Arrivals       | 8     |
|         | Departures     | 4     |

As the site already benefits from strong public transport connections adjacent to the site, no additional improvements or adjustments are required on site.

### Parking

For residential development it has been assumed that the typical size of dwellings will be 2-3 bedrooms. Therefore the minimum statutory parking standards of 2 spaces per residential unit and 0.5 space per housing association unit apply.

Preferred parking allocations are provided in Table 6.

Table 6: Maximum On-Site Car Parking Allocations

| Type of Space | Car Parking | Visitor Parking | Cycle Parking | Disabled Parking |
|---------------|-------------|-----------------|---------------|------------------|
| Number        | 26          | 0               | 0             | 0                |

These figures are based on the statutory requirements summarised in Section 5, the proposed composition of the sites and information provided from Fife Council. Car parking is available to the north of the Millgate site at Short Lane which could be used for visitor parking. At the request of Fife Council, no additional parking has been allocated for visitors.

Resident parking will be contained within the site in shared bays outside individual units. It is intended that this adhere to the shared space principles of 'Home Zones'. Parking provision must not compromise nor dominate internal landscaping and amenity space within the site.

A safe environment should be created for cyclists and secure storage facilities for bicycles should also be provided.

### Open Space / Public realm

As the site is already located in close proximity to designated and protected open space areas, no provision of additional open space will be necessary.

The public realm is the network of street, public spaces and green space which define our towns and villages. The character and quality of these spaces is viewed by the Council as being as important as the buildings which make up the development. Publicly accessible amenity space should therefore be provided throughout the development.

The most appropriate application of this at Millgate is in the form of a shared space streetscape within the centre of the development. The design of this space should have full regard to accessibility issues for people with mobility or sensory difficulties. It should be appropriately lit and landscaped to define use areas and orientate users. Wherever possible, existing trees should be retained and incorporated into the redevelopment.

A co-ordinated range of street furniture will strengthen the physical identity and character of the public realm, ensuring a consistent approach to the design of the environment, assisting with orientation and creating a positive image. Within Cupar town centre there are many examples of colourful planting and seating and this should be continued within the development.



## 8.3 Additional Considerations

### Materials

Local distinctiveness is considered important and the use of suitable materials and colour palettes will be a key element. Roof pitches, finishes, glazing and boundary treatment where appropriate should use traditional vernacular styles and high quality local materials shall be applied, to ensure sustainable building practices, and reflect the area's heritage.

Sustainable developments incorporating innovative fuel technologies and materials as well as minimising energy consumption will be particularly encouraged. Water conservation and water minimisation techniques should also be adopted.

Developers should provide an analysis of the town and demonstrate how any proposal on this site responds to the site and its setting.



coloured render

### Secured by design

The development should be designed with 'secured by design' principles creating a safe and secure area.

Measures to promote safety and security are required, including:

- Natural surveillance to all streets and public spaces through careful design;
- Permeable layouts which encourage pedestrian movement;
- Robust lighting to the public realm;
- Robust boundary treatments; and
- Publicly accessible open water areas to include safety measures in their design.

### Developer's Contributions

To ensure that the development enhances the local environment and provides any necessary infrastructure, a package of 'planning gain' will be negotiated as part of Section 75 Agreements. These may include:

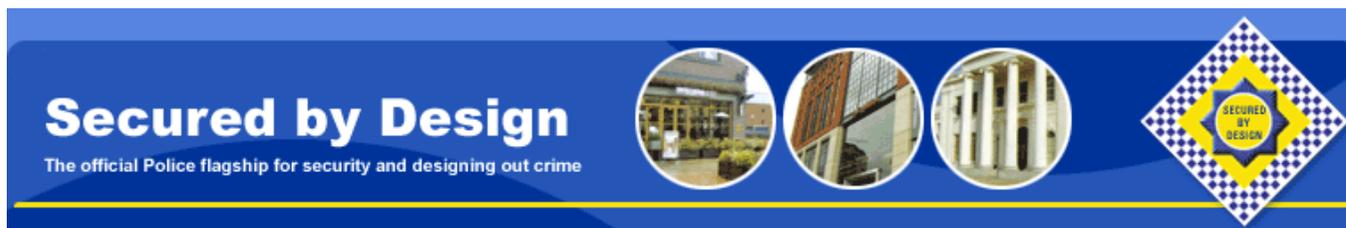
- Environmental improvements or enhancement including that to parking and pedestrian access to the Millgate along Short Lane;
- Affordable housing provision in accordance with Fife Council's adopted policy; and
- Enhancement/provision of pedestrian and cyclist facilities.

Table 7 provides the occupancy rates for local primary and secondary schools for October 2007.

Table 7: School Occupancy Rates

| School           | Roll | Capacity | % Occupancy |
|------------------|------|----------|-------------|
| <b>Primary</b>   |      |          |             |
| Castlehill       | 548  | 684      | 80%         |
| St. Columba      | 147  | 267      | 55%         |
| <b>Secondary</b> |      |          |             |
| Bell Baxter      | 1823 | 1800     | 101%        |
| St. Andrews      | 801  | 950      | 84%         |

Residential development at Millgate would contribute to the existing over-occupancy at Bell Baxter. A developer's contribution per dwelling should be considered and discussed at application stage.



## Sustainability

Sustainable development is at the forefront of national planning guidance. The following elements should be considered with regards to development at Millgate.

### Transportation

- Accommodation and promotion of public transport by physical measures and provision of bus services.
- Integration of all modes of transport.
- Promotion by good design practice of walking and cycling throughout the entire development.
- Reduce car journeys to, from and through the area.

### Buildings and energy

- Improvement in microclimate
- A layout that facilitates passive solar gain
- Achievement of Ecohomes
- Incorporation of domestic 'grey' water and other water saving measures to be considered.
- Homes that maximise flexibility such as capacity for home office facilities, use of roof space. Consideration should also be given to the provision of lifetime homes.
- Investigation into the feasibility of a combined heat and power/community heating scheme for the area.

### Land Use

- Amenity land uses required for everyday needs to be located within the development.
- Incorporation of Sustainable Urban Drainage Systems

- Proposed development densities and layout to make efficient use of land.

### Surface water drainage

- Surface water drainage regimes should be consistent with Sustainable Urban Drainage principles (SUDS)

### Materials

- Locally sourced, recycled and eco-efficient building materials. The use of materials from easily renewable resources to be encouraged throughout the development.
- Minimal use of materials that are polluting in their manufacture, life time use and disposal.

### Recycling

- Facilities should be sited to encourage recycling. Provision should be made for appropriate and convenient storage within plots to encourage the segregation of waste and composting.

### Neighbourhood management

- In consultation with the Council, and Housing Associations, the Council may encourage the establishment of Joint Management Committees, residents' association or similar body and the provision of accommodation so that a sense of community can be engendered and responsibility devolved, where appropriate, to local residents.

### Social inclusion

- Local recruitment
- Training of unemployed and disadvantaged people before, during and after construction.

## Air quality and noise

Applicants need to demonstrate:

- That the site will comply with health-based objectives and target dates laid down in the Governments Air Quality Strategy Review 1999. The report should cover the seven pollutants laid down in the strategy.
- Suitable air quality assessments to be undertaken prior to the site development.
- Demonstrate that development will not lead to deleterious impacts on local air quality.
- That the outdoor areas of the proposed accommodation will achieve the required environmental standards.
- That any lighting proposed for the site will comply with the guidelines laid down.

## Contaminated Land

Applicants need to demonstrate:

- Suitable contaminated land site-specific risk assessments in accordance with the provisions of PAN 33 have been undertaken prior to development taking place.

## 8.4 Proposal Diagrams

The following pages provide indicative diagrams showing the preferred land use and transport layout for Millgate (Figures 16 - 18).



-  Preferred Vehicular Access
-  Pedestrian Access / Movement
-  Short Lane Car Park

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Figure 16  
**Old St Colmbas RC Primary - Preferred Access + Movement**

November 2007  
 J. Cameron  
 Scale 1:645 @A3  
 Centre = 337433 E 714364 N





-  Preferred Vehicular Access
-  Pedestrian Access / Movement
-  Short Lane Car Park
-  Residential Plot (to include private parking)
-  Semi-Public / Shared Space
-  Residential Unit(s) (3 Storey)
-  Residential Unit(s) (2 storey)
-  Residential Unit(s) (1 storey)



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Figure 17  
**Old St Colmbas RC Primary - Preferred Use + Form**

November 2007  
 J. Cameron  
 Scale 1/645 @A3  
 Centre = 337433 E 714364 N





-  Preferred Vehicular Access
-  Pedestrian Access / Movement
-  Short Lane Car Park
-  Residential Plot (to include private parking)
-  Semi-Public / Shared Space
-  Residential Unit(s) (3 Storey)
-  Residential Unit(s) (2 storey)
-  Residential Unit(s) (1 storey)
-  Tree / Planting



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Figure 18  
Old St Colmbas RC Primary - Preferred Layout

November 2007  
J. Cameron  
Scale 1:645 @A3  
Centre = 337433 E 714364 N



Table 8 Development Principles

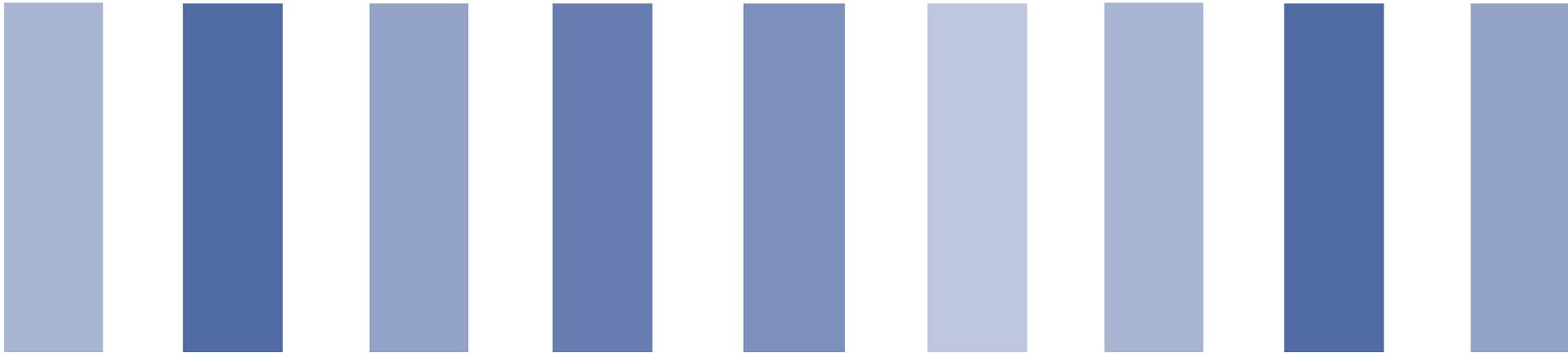
|                        |                         |   |
|------------------------|-------------------------|---|
| DEVELOPMENT PRINCIPLES | PREFERRED LAND USE      | <ul style="list-style-type: none"> <li>• Development should be for residential use.</li> </ul>  |
|                        | BUILT FORM/LAYOUT       | <ul style="list-style-type: none"> <li>• Highest densities should be concentrated towards the edges of the development to follow the existing street edge, with decreasing density towards the middle of the site.</li> <li>• Development scale should be adapted and building heights should be scaled to suit the topography of the site and preserve views of landmark structures to aid in orientation and legibility.</li> <li>• Built form should strengthen street frontages along the site edges.</li> <li>• Street layout should direct movement and define / preserve the local neighbourhood character.</li> <li>• Private spaces should be well defined and secure.</li> <li>• Design of new units should be sympathetic to and draw inspiration from existing architecture and should add value to the conservation area.</li> </ul> |
|                        | HOUSING                 | <ul style="list-style-type: none"> <li>• A broad mix of residential units, in terms of household size and type should be applied at street level.</li> <li>• Units should be capable of catering for the full range of housing needs.</li> <li>• South-facing private gardens are preferred.</li> </ul>   |
|                        | TRANSPORT/PARKING       | <ul style="list-style-type: none"> <li>• New development should link seamlessly with the existing road hierarchy, with no open vehicular circulation within the site.</li> <li>• A 'shared space' approach should be taken to encourage traffic calming and define space in the residential area.</li> <li>• In the residential area, parking should be limited to exclusively meet the needs of residents.</li> </ul>  |
|                        | ACCESS/MOVEMENT         | <ul style="list-style-type: none"> <li>• Connected routes or 'permeable' structures should be utilised to maximise access and encourage walking and cycling.</li> <li>• Pedestrian movement should be aligned to maximise connectivity between Short Lane and the Millgate.</li> </ul>  |
|                        | OPEN SPACE/PUBLIC REALM | <ul style="list-style-type: none"> <li>• Lighting in public areas should be used to guide and orientate and to increase a sense of safety and welcome.</li> <li>• Existing trees should remain wherever possible.</li> <li>• Planting and landscaping in shared space areas should emphasise the scale of development.</li> </ul>   |

The aim for Millgate is to ***create an integrated, deliverable, sustainable development*** compatible with adjacent land uses and the wider locale.

*integrated deliverable sustainable*

Delivery & Implementation

# *Delivery & Implementation*



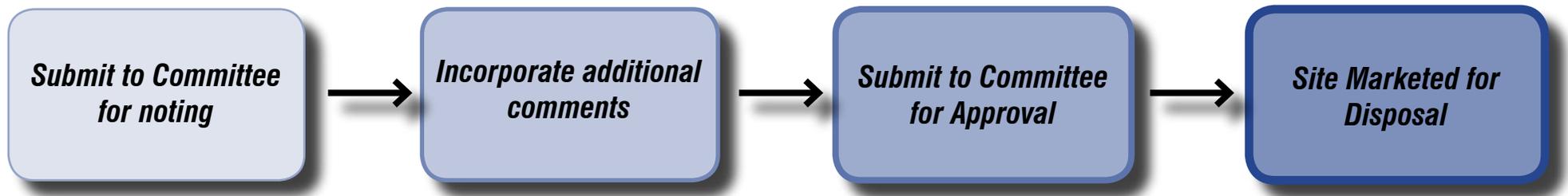


Figure 19 Delivery Timeline (exact dates subject to confirmation)

## 9.1 Introduction

Re-development of the Millgate site is a priority for Fife Council. The development opportunities presented within this brief clearly demonstrate the site's potential to contribute towards meeting the strategic housing needs for Cupar's town centre. This section explains how the principles set out within the Brief will be implemented to ensure the delivery of high quality development on the ground.

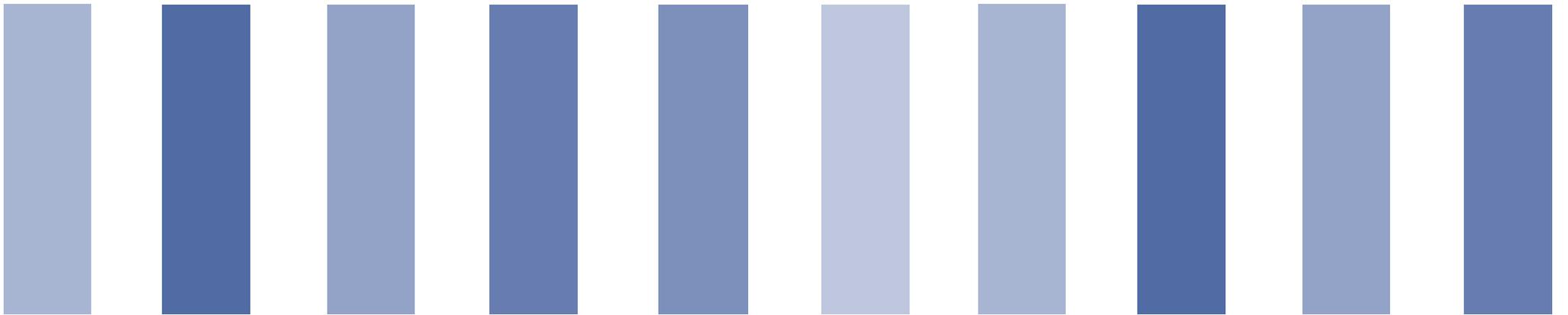
## 9.2 Delivery Timeline

Following stakeholder consultation of this draft version of the Brief, a finalised draft will be submitted to the North East Fife Local Committee for noting. Any additional comments arising from the committee meeting will be incorporated and it is envisaged that the Brief will be submitted to the North East Fife Local Committee for approval. Upon approval, the Brief will become a material consideration for planning applications for development on-site. The site will then be marketed for disposal by the Fife Council Estates Department. (Figure 19).



Contacts

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