

North East Planning Committee

County Hall, County Buildings, Cupar

Wednesday, 12 March 2025 - 1.30 p.m.



AGENDA

Page Nos.

1. **APOLOGIES FOR ABSENCE**
2. **DECLARATIONS OF INTEREST** – In terms of Section 5 of the Code of Conduct, members of the Committee are asked to declare any interest in particular items on the agenda and the nature of the interest(s) at this stage.
3. **MINUTE** – Minute of Meeting of North East Planning Committee of 12 February 2025. 4 – 7
4. **24/02529/FULL - 3 THE PADDOCK, LETHAM FARM, THE SQUARE** 8 – 24
Erection of two dwellinghouses and associated works (demolition of existing outbuildings).
5. **24/02526/CAC - 3 THE PADDOCK, LETHAM FARM, THE SQUARE** 25 – 33
Conservation area consent for demolition of ruinous outbuildings.
6. **24/01948/FULL - 201 SOUTH STREET, ST ANDREWS, FIFE** 34 – 47
Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks.
7. **24/01950/FULL - 183 SOUTH STREET, ST ANDREWS, FIFE** 48 – 62
Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks.
8. **24/02026/FULL - 29 – 43 AND 34 - 40 SOUTH STREET, ST ANDREWS, FIFE** 63 – 78
Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks.
9. **24/02027/FULL - 73 - 107 SOUTH STREET, ST ANDREWS, FIFE** 79 – 93
Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture, cycle racks and associated landscaping.

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10.	24/02028/FULL - 109 – 133 SOUTH STREET, ST ANDREWS, FIFE Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and landscaping.	94 – 108
11.	24/02338/FULL - YOUNGER HALL, 89 - 99 NORTH STREET, ST ANDREWS, FIFE Installation of roof mounted solar panels.	109 – 119
12.	24/02306/LBC - YOUNGER HALL, 89 - 99 NORTH STREET, ST ANDREWS, FIFE Listed building consent for installation of roof mounted solar panels.	120 – 130
13.	24/02799/FULL - FALSIDE MILL EVENTS VENUE, KENLY, BOARHILLS Change of use from vacant land to form caravan park (siting of 19 caravan pitches) and associated works.	131 – 142
14.	APPLICATIONS FOR PLANNING PERMISSION DEALT WITH UNDER DELEGATED POWERS. https://www.fife.gov.uk/kb/docs/articles/planning-and-building2/planning/planning-applications/weekly-update-of-applications2	

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

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5 March 2025

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BLENDED MEETING NOTICE

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

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

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

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

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

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

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

THE FIFE COUNCIL - NORTH EAST PLANNING COMMITTEE – BLENDED MEETING

JP Court Room, County Buildings, Cupar

12 February 2025

1.30 pm – 4.20 pm

PRESENT: Councillors Jonny Tepp (Convener), John Caffrey, Fiona Corps, Sean Dillon, Alycia Hayes, Stefan Hoggan, Gary Holt, Margaret Kennedy, Louise Kennedy-Dalby, Allan Knox, Robin Lawson, Jane Ann Liston, Donald Lothian, David MacDiarmid and Ann Verner.

ATTENDING: Chris Smith, Lead Officer/Chartered Planner and Jamie Penman, Chartered Planner, Development Management; Steven Paterson, Solicitor, Planning and Environment and Diane Barnett, Committee Officer, Committee Services, Legal and Democratic Services.

APOLOGY FOR ABSENCE: Councillor Al Clark.

207. DECLARATIONS OF INTEREST

Councillor Kennedy declared an interest in para. no. 210: 24/02610/FULL – 22 James Inglis Crescent, Cupar, Fife - as this related to her property.

Councillor Verner declared an interest in para. nos 211 to 214: all four applications relating to Feddinch Mains, Feddinch, St Andrews – as she owned land adjacent to the application site.

208. MINUTE

The committee considered the minute of meeting of North East Planning Committee of 15 January 2025.

Decision

The committee approved the minute.

With reference to the five reports relating to proposed development at South Street, St Andrews (para. no.'s 215 to 219 below refer), the committee, having received legal advice, agreed to continue consideration of these applications to a future meeting - to allow officers to ensure that PAN 82: Local Authority Interest Development was properly considered and referenced in each case.

209. 24/01670/FULL - CUPAR MUIR SAWMILL, QUARRY ROAD, CUPAR MUIR

The committee considered a report by the Head of Planning Services relating to an application for the change of use of vacant/derelict land (nil use) to allow for the siting of 37 caravans to provide permanent (retirement) living accommodation (over 55 years old) (Sui Generis) and associated infrastructure including access, roads, drainage and landscaping.

Decision

The committee agreed to approve the application subject to the 15 conditions and for the reasons detailed in the report and subject to an amendment to existing condition number 15 to read:

‘The pedestrian footpath link onto Drum Road shall be completed **to a specification agreed by Fife Council** and made available for use prior to the occupation of the twentieth caravan pitch, unless otherwise agreed in writing with Fife Council as Planning Authority.’

Councillor Kennedy left the meeting prior to consideration of the following item, having earlier declared an interest.

210. 24/02610/FULL - 22 JAMES INGLIS CRESCENT, CUPAR, FIFE

The committee considered a report by the Head of Planning Services relating to an application for a single storey extension to the rear of a dwellinghouse.

Decision

The committee agreed to approve the application subject to the condition and for the reason detailed in the report.

The committee adjourned at 2.35 pm and reconvened at 2.40 pm.

Councillor Verner left the meeting and Councillor Kennedy re-joined the meeting prior to consideration of the following four items.

211. 24/01711/FULL - FEDDINCH MAINS, FEDDINCH, ST ANDREWS

The committee considered a report by the Head of Planning Services relating to an application for the formation of golf course with driving range, erection of clubhouse, spa and holiday accommodation, gatehouse and agronomy and maintenance buildings (sui generis) including conversion of farmhouse/steading (Class 9) to mixed use events space (Class 11) with access, car parking and ancillary support buildings and associated landscaping, drainage and renewable technology infrastructure.

Decision

The committee agreed to approve the application subject to the 31 conditions and for the reasons detailed in the report, including an advisory note relating to construction of a new access.

Councillor Hoggan left the meeting during consideration of the above item.

212. 24/01716/FULL - FEDDINCH MAINS, FEDDINCH, ST ANDREWS

The committee considered a report by the Head of Planning Services relating to an application for the erection of agronomy building (sui generis) including formation of access, car parking and ancillary support buildings with associated landscaping, drainage and renewable technology infrastructure.

In addition, the committee was advised of typographical errors relating to private water treatment options – ‘that Scottish Water will not **accept** (not ‘except’) surface water connections into the combined sewer system unless by exception’.

Decision

The committee agreed to approve the application subject to the 18 conditions and for the reasons detailed in the report, including an advisory note relating to construction of a new access.

213. 24/01717/FULL - FEDDINCH MAINS, FEDDINCH, ST ANDREWS

The committee considered a report by the Head of Planning Services relating to an application for the change of use of farmhouse and steading to mixed use events space (Class 11) including replacement roofing and windows, installation of roof lights, chimney and wall cladding, formation of new windows and doors, erection of extension and canopy features (part demolition).

The committee was advised that, where referenced, only **one** standard condition relating to any potential risk arising from previous land uses (contaminated land) was applicable - not three standard conditions as detailed in the reports.

Decision

The committee agreed to approve the application subject to the 14 conditions and for the reasons detailed in the report.

Councillor Holt left the meeting prior to consideration of the following item.

214. 24/01719/LBC - FEDDINCH MAINS, FEDDINCH, ST ANDREWS

The committee considered a report by the Head of Planning Services relating to an application for listed building consent for internal and external works to reconfigure layout including replacement roofing and windows, installation of roof lights and chimney and wall cladding, formation of new windows and doors, erection of extensions and canopy features and associated down takings and part demolition.

Decision

The committee agreed to approve the application subject to the two conditions and for the reasons detailed in the report.

215. 24/01948/FULL - 201 SOUTH STREET, ST ANDREWS, FIFE

Decision

The committee agreed to continue this application to a subsequent meeting.

216. 24/01950/FULL - 183 SOUTH STREET, ST ANDREWS, FIFE

Decision

The committee agreed to continue this application to a subsequent meeting.

217. 24/02026/FULL - 29 – 43 AND 34 - 40, SOUTH STREET, ST ANDREWS

Decision

The committee agreed to continue this application to a subsequent meeting.

218. 24/02027/FULL - 73 - 107 SOUTH STREET, ST ANDREWS

Decision

The committee agreed to continue this application to a subsequent meeting.

219. 24/02028/FULL - 109 - 133 SOUTH STREET, ST ANDREWS

Decision

The committee agreed to continue this application to a subsequent meeting.

220. APPLICATIONS FOR PLANNING PERMISSION DEALT WITH UNDER DELEGATED POWERS.

Decision

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

Committee Date: 12/03/2025

Agenda Item No. 4

Application for Full Planning Permission

Ref: 24/02529/FULL

Site Address: 3 The Paddock Letham Farm The Square

Proposal: Erection of 2 dwellinghouses and associated works (demolition of existing outbuildings)

Applicant: Mr David Stewart, Letham Farm House Letham Farm

Date Registered: 3 October 2024

Case Officer: Andy Taylor

Wards Affected: W5R16: Howe Of Fife And Tay Coast

Reasons for Referral to Committee

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

Summary Recommendation

The application is recommended for: Conditional Approval

1.0 Background

1.1 The Site

1.1.1 The application site comprises two detached, single-storey agricultural buildings situated within the defined settlement boundary of Letham. The site is located within the Letham Conservation Area, positioned at the historic core of the village, to the rear of The Row, one of Letham's principal streets. The surrounding area is predominantly residential in character.

1.1.2 The agricultural buildings are constructed from stone with pitched roofs, now finished with red pan-style tiles. They are in a poor state of repair, with sections in a dilapidated condition. Historic mapping suggests that these structures date from at least the mid-19th century, potentially earlier, and they appear to correspond with buildings shown on the Ordnance Survey.

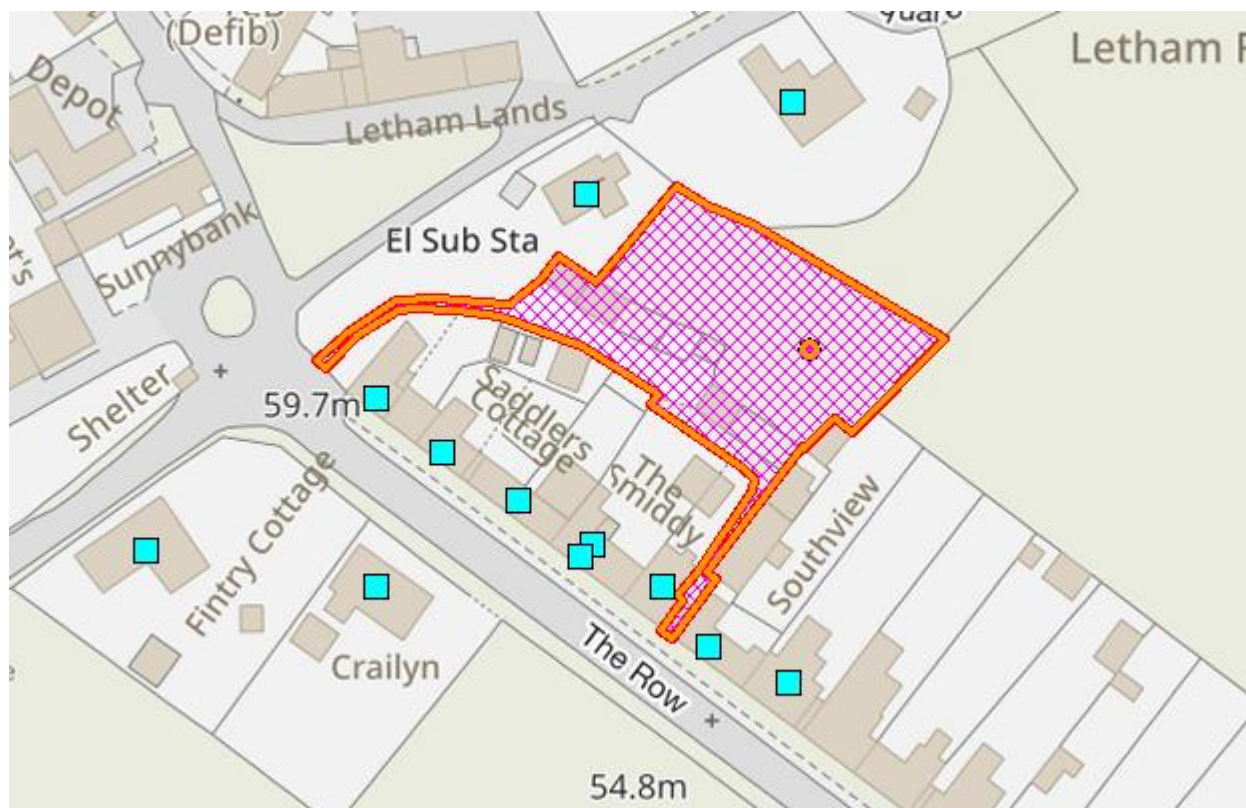
1.1.3 While the external walls largely remain intact, the roof structures have been entirely replaced over time. The southernmost building has lost a gable wall, and a surviving chimney exhibits a thackstone detail, suggesting that it may have originally been thatched. In traditional

Fife architecture, a thackstone is a projecting stone located beneath a chimney, serving as a protective element for the edge of a thatched roof. This feature is characteristic of buildings that originally had thatched roofs, providing insight into historical construction practices in the region. The presence of a thackstone indicates that a building may have been designed to accommodate a thatched roof, even if the thatch has been replaced with alternative materials over time. This detail is significant in understanding the architectural evolution and heritage of structures within Fife.

1.1.4 The site is bounded by a modern, single storey dwellinghouse to the north, constructed circa 2008, which fronts onto a private access road. Approximately 20 metres to the northeast lies Letham Land Farm, a traditional farmhouse. To the south and west, the residential properties of The Row form the established streetscape, while to the east, the land remains in agricultural use. Vehicular access to the site is gained via an existing track from The Row, which also serves several private garages located to the rear of the adjacent dwellings.

1.1.5 The buildings appear to be remnants of two rows of structures historically present on the site, as evidenced by historic mapping. Their current condition and architectural detailing provide insight into the agricultural and domestic history of the village, contributing to the overall character of the Letham Conservation Area.

1.1.6 LOCATION PLAN



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1.2 The Proposed Development

Erection of 2 dwellinghouses and associated works (including the demolition of existing outbuildings)

1.3 Relevant Planning History

24/02526/CAC - Conservation area consent for demolition of ruinous outbuildings – Also included on this agenda.

22/02518/CAC - Conservation area consent for demolition of ruinous outbuildings – REFUSED – 07/06/2024.

22/02705/FULL - Erection of 2 dwellinghouses (demolition of existing outbuildings) – REFUSED – 06/06/2024.

18/02880/CAC - Conservation area consent for demolition of agricultural buildings – REFUSED – 17.01.2020.

18/02883/FULL - Erection of two dwellinghouses (demolition of existing agricultural buildings) – REFUSED – 17/01/2020.

12/02855/FULL - Erection of two dwellinghouses including demolition of existing agricultural buildings - PERC - 25/01/13.

07/02437/EARM - Erect two dwellinghouses including demolition of existing agricultural buildings – APPROVED – 20/12/2007.

07/02735/ECAC - Conservation Area Consent for demolition of agricultural outbuildings – APPROVED – 08/01/2008.

03/04072/EOPP - Outline planning permission for erection of two dwellings – APPROVED – 11/03/2004.

1.4 Application Procedures

1.4.1 Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017). Under Section 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should pay special attention to the desirability of preserving or enhancing the character or appearance of the relevant designated area.

1.4.2 A physical site visit has not been undertaken for this planning application. All necessary information to allow for full consideration and assessment of the proposal was collated digitally using Google imagery (including Google Street View and Google satellite imagery) and GIS mapping. It is considered, given the scale and nature of the proposal, the evidence and information available to the case officer is sufficient to determine the proposal.

1.4.3 National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan. The SESplan and TAYplan Strategic Development Plans and any supplementary guidance issued in connection with them cease to have effect and no longer form part of the Development Plan. In the context of the material considerations relevant to this

application there are no areas of conflict between the overarching policy provisions of the now adopted NPF4 and the adopted FIFEplan LDP 2017.

1.5 Relevant Policies

National Planning Framework 4 (2023)

Policy 14: Design, quality and place

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

Policy 1: Tackling the climate and nature crises

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

Policy 7: Historic assets and places

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

Policy 9: Brownfield, vacant and derelict land

and empty buildings

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

Policy 22: Flood risk and water management

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

Adopted FIFEplan (2017)

Policy 1: Development Principles

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

Policy 3: Infrastructure and Services

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

Policy 10: Amenity

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

Policy 11: Low Carbon Fife

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

Policy 12: Flooding and the Water Environment

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

Policy 14: Built and Historic Environment

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

National Guidance and Legislation

Section 59(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Section 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Supplementary Guidance

Fife Council Making Fife's Place's Supplementary Guidance (2018)

Fife Council's Low Carbon Fife Supplementary Guidance (2019)

Planning Policy Guidance

None

Planning Customer Guidelines

Fife Council's Low Carbon Fife Supplementary Guidance (2019)

Fife Council Planning Customer Guidelines - Garden Ground (2016)

Fife Council Planning Customer Guidelines - Daylight and Sunlight (2018)

Fife Council Planning Customer Guidelines - Minimum Distances between Window Openings (2011)

Other Relevant Guidance

Letham Draft Conservation Area Appraisal and Management Plan Jan 2010.

Fife Council Transportation Development Guidelines

2.0 Assessment

2.1 Relevant Matters

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

- Principle of Development
- Design and Layout / Visual Impact
- Residential Amenity
- Garden Ground
- Transportation/Road Safety
- Flooding and Drainage
- Natural Heritage and Trees
- Low Carbon
- Houses in Multiple Occupation
- Contamination

2.2 Principle of Development

2.2.1 NPF4 sets out the overarching spatial strategy for Scotland to 2045. Policy 1 (Tackling the climate and nature crises) of NPF4 states that when considering all development proposals significant weight will be given to the global climate and nature crises.

2.2.2 NPF4 Policy 9 (Brownfield, Vacant and Derelict Land and Empty Buildings) Parts (a and d) support development proposals that will result in the sustainable reuse of brownfield land including vacant and derelict land and buildings, whether permanent or temporary and also supports the reuse of existing buildings, taking into account their suitability for conversion to other uses. Demolition though is regarded as the least preferred option given the need to conserve embodied energy. NPF4 Policy 15 (Local Living and 20 Minute Neighbourhoods) aims to encourage, promote and facilitate the application of the Place Principle and create connected and compact neighbourhoods where people can meet the majority of their daily needs within a reasonable distance of their home, preferably by walking, wheeling or cycling or using sustainable transport options and where relevant within 20 minutes neighbourhoods.

2.2.3 NPF4 Policy 16 aims to encourage, promote and facilitate the delivery of more high quality, affordable and sustainable homes, in the right locations, providing choice across tenures that meet the diverse housing needs of people and communities across Scotland.

2.2.4 Policy 1, Part A, of the Adopted FIFEplan (2017) stipulates that the principle of development will be supported if it is either (a) within a defined settlement boundary and compliant with the policies for this location; or (b) is in a location where the proposed use is supported by the Local Development Plan Team.

2.2.5 In simple land use terms, the principle of the proposed residential development generally meets the requirements of the Development Plan and national guidance by virtue of the site being situated within the settlement boundary of Letham and in addition to the site previously having had permission for a single dwelling in 2013, though now lapsed and further housing applications refused. However, the overall acceptability of the proposal is subject to the development satisfying other policy criteria such as design, amenity, road safety and other

matters all of which are considered in detail below. This application is also subject to approval of the associated Conservation Area Consent highlighted in section 1.4.

2.3 Design and Layout / Visual Impact

2.3.1 NPF4 (2023), Policies 1 and 10 of the Fifeplan Local Development Plan (2017), the Making Fife's Places Supplementary Guidance Document (2018) apply with regard to this proposal.

2.3.2 Section 59(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 requires that special regard shall be given to the building, or its setting and change shall be managed to protect its special interest. Under Section 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should pay special attention to the desirability of preserving or enhancing the character or appearance of the relevant designated area. Design and materials which will affect a listed building shall be appropriate to both the character and appearance of the building or area and its setting.

2.3.3 Policy 14 of NPF 4 states development proposals will be designed to improve the quality of an area whether in urban or rural locations and regardless of scale. Policy 14 also stipulates development proposals will be supported where they are consistent with the six qualities of successful places: healthy, pleasant, connected, distinctive, sustainable, and adaptable. Policies 1 and 10 of the Adopted Local Plan apply and state amongst other things that development will be supported where it conforms to relevant Development Plan policies and proposals; and the proposal respects the character, appearance and prevailing pattern of development of the adjacent townscape in terms of external finishes and complies with any planning guidance which has been issued by Fife Council. New development must make a positive contribution to its immediate environment and is required to demonstrate well thought out design, and high standards of architecture in terms of choice of materials.

2.3.4 Policy 14 of the Adopted Local Plan applies and states amongst other things that development which protects or enhances buildings or other built heritage of special architectural or historic interest will be supported.

2.3.5 Making Fife's Places Supplementary Guidance (2018) sets out the expectation for developments with regards to design. This document encourages a design-led approach to development proposals through placing the focus on achieving high quality design. Additionally, it sets out that design issues should be considered from the neighbourhood or block scale. This document also illustrates how development proposals can be evaluated to ensure compliance with the six qualities of successful places.

2.3.6 The site is situated within the Letham Conservation Area, characterised by its historic and architectural significance. The surrounding area predominantly consists of traditional buildings with a mixture of residential and agricultural uses. The site currently contains two historic traditional agricultural buildings, which contribute to the area's character and heritage though proposed to be demolished. The proposed development site sits in an elevated location when compared to the properties to the south. The elevated location of the application site offers extensive views across the surrounding countryside landscape. Fife Council's Draft Letham Conservation Area Appraisal & Management Plan (2010) document provides a detailed conservation review of the town's Conservation Area boundaries. Further to this it also aims to highlight the key townscape, architecture and historic issues considered to be important to the character of the town as a whole. The document also identifies important conservation issues and provides a framework for the conservation area's future management. The general advice,

guidance, and management considerations referred to are relevant to all new development opportunities within the Conservation Area itself and mirror the advice contained within Scottish Planning Policy and the Historic Environment Scotland Policy Statement. The buildings are not specifically referred to in this document.

2.3.7 The application proposes the construction of two, detached, one and a half storey dwellinghouses which are designed to reflect the traditional architectural character of the surrounding area. The proposed external materials include:

Walls - a mix of reclaimed stone and buff/sandstone render.

Windows - Timber sash and case windows and doors painted in heritage colours to blend with the local architectural style.

Roofs - reclaimed clay pan tiles with stone gable copings and slates and galvanised ridging. Roof lights are to be conservation area type.

2.3.8 Objections have been received in relation to the style of the proposed houses. Previous applications for development on this site were refused on the grounds of visual impact and integration within the Letham Conservation Village setting. The current proposal seeks to address these concerns by enhancing both the visual and social aspects of the village through the construction of two modest dwellings that align more closely with the established character of Letham. While the previous application sought to integrate with the surrounding village aesthetics, concerns were raised over certain aspects, including massing, ridge heights, and visibility of the rear portions of the dwellings. The revised scheme further reduces ridge heights, eliminates dormer windows, and depresses the dwellings into the sloping terrain to maintain a low-profile appearance. By following the natural contours of the land, excavation is minimised, and the impact on the village's historic setting is further reduced. While maintaining the same high-quality traditional materials, the revised application places greater emphasis on reusing on-site resources, including reclaimed clay roof tiles and stone. Additionally, render would be applied to frame-fixed carrier boards, further reducing environmental impact by avoiding extensive use of concrete and large foundations. The new dwellings are positioned to align more closely with the historical stepped stone gables of "The Row" reinforcing the village's existing architectural character. By offsetting the structures slightly, access is improved without compromising historical integrity. The new Proposal maintain a commitment to renewable energy but enhances the integration by ensuring panels blend seamlessly with darker slate hues, ensuring that renewable energy solutions remain visually unobtrusive within the conservation area. The revised proposal successfully addresses the key concerns of previous refusals by ensuring a sensitive and sympathetic design that enhances the character of Letham Conservation Village. The reduction in massing, improved positioning, increased reuse of existing materials, and enhanced biodiversity measures all contribute to a development that is both visually appropriate and environmentally responsible.

2.3.9 It is considered that the proposed dwellings would incorporate a combination of reclaimed and locally appropriate materials to ensure a sympathetic addition to the conservation area. Reclaimed stone from existing site structures will be reused to form the gables, while the remaining walls will be finished in a buff/sandstone render, complementing the surrounding built environment. Roofs will feature a mix of reclaimed red clay tiles on the front portion and natural slate on the rear sections, helping to break up massing and blend with existing village architecture. Traditional timber sliding sash windows will be used, maintaining proportions in keeping with nearby properties. The proposed colour is heritage green though alternative tones, such as cream, could be considered to further align with conservation best practices. The dwellings will follow the site's natural contours, with the rear sections positioned at an angle to

reduce their visual prominence. This minimises excavation and helps integrate the development into the landscape. The existing ruinous stone gable will be retained, preserving a key historical reference while providing additional screening. The proposed dwellings have been designed to respect and enhance the character of Letham Conservation Area through the careful selection of materials, sensitive massing, and a landscape strategy that reinforces the area's rural setting. The use of reclaimed materials, discreet renewable energy integration, and a design that follows the natural topography all contribute to a sustainable and well-considered proposal. The proposal aligns with local and national planning policies regarding conservation, sustainability, and village character, and as such, it is recommended for approval

2.4 Residential Amenity

2.4.1 Policy 14 of NPF4 states that development proposals will be designed to improve the quality of an area whether in urban or rural locations and regardless of scale. This policy further states that development proposals that are poorly designed, detrimental to the amenity of the surrounding area or inconsistent with the six qualities of successful places, will not be supported. Policy 23 (Health and Safety) of NPF4 requires that development proposals that are likely to raise unacceptable noise issues will not be supported, whilst the agent of change principle applies to noise sensitive development and a noise impact assessment may be required where the nature of the proposal or its location suggests that significant effects are likely.

2.4.2 Policies 1 and 10 of the Adopted FIFEplan (2017) Fife Council Customer Guidelines on Daylight and Sunlight apply in terms of residential amenity.

2.4.3 The above policies and guidelines set out guidance for encouraging appropriate forms of development in the interests of residential amenity. They generally advise that development proposals should be compatible with their surroundings in terms of their relationship to existing dwellings, and that they should not adversely affect the privacy and amenity of neighbours.

2.4.4 With regards to residential amenity, the proposed dwellinghouses, taking into account the close proximity and their elevated position relative to the single-storey terraced houses on "The Row" to the south, has the potential to result in material overlooking issues as was within the previously refused application. A number of representations have been raised in relation to an increase in noise in the area from the proposed air source heat pumps, noise from an increase in residents and the loss of light and overshadowing and loss of privacy from the proposed dwellings. The height difference between sites could allow minor glimpses into a number of the rear gardens of a number of the existing terraced property's garden areas at an elevated height to some extent. However, additional information has been submitted by the applicant in support of this application than before. A number of existing structures are located between the proposed houses and the existing housing and acts as a visual buffer. Window to window distances is considered to be acceptable and the houses will sit at an angle to reduce further overlooking. From the sections and a site visit, it is considered that there would be no material over-bearing on the existing properties from the proposed dwellings. On this basis, the proposal therefore meets the requirements of the relevant Development Plan policies and Fife Council Customer Guidelines. Fife Council Environmental Health Officers (Public Protection) were consulted on the previous application and stated that they have no objections to the proposals however all mechanical plant, machinery and equipment shall comply with NR25 in bedrooms (during the night) and NR 30 in all habitable rooms (during the day), when measured within any relevant noise sensitive property, with windows open for ventilation. This will be subject to an appropriate condition being imposed. In addition, they have recommended that restricted hours of construction be considered. However, Environmental Health (Protective Services) can control noise from construction sites by serving a notice under the Control of Pollution Act 1974,

Section 60. This notice can specify the hours during which work may be carried out should issues arise. In terms of loss of day and sunlight, the position of the proposed building to the north-east of the site would mean that there would be no material loss of day and sunlight. Taking all factors above into consideration, the layout of the proposed dwellings now meets the policies and guidelines listed above.

2.5 Garden Ground

2.5.1 Fife Council's Planning Customer Guidelines on Garden Ground apply in this instance.

2.5.2 Fife Council's Planning Customer Guidelines on Garden Ground advises that all new detached dwellings should be served by a minimum of 100 square metres of private useable garden space and that a building footprint to garden space ratio of 1:3 is required.

2.5.3 Objections have been received in relation to the size of the proposed gardens and the lack of space provided for families. However, the proposed development provides sufficient amenity garden ground for the proposed dwelling in line with the policy described above. The application therefore meets the requirements of the Development Plan in this regard. The application is therefore considered to comply with Fife Council's Planning Customer Guidelines on Garden Ground.

2.6 Transportation/Road Safety

2.6.1 Policy 14 of NPF4 states that development proposals will be supported where they provide well connected networks that make moving around easy and reduce car dependency. Policy 15 (Local Living and 20 Minute Neighbourhoods) requires that development proposals will contribute to local living including, where relevant, 20-minute neighbourhoods. To establish this, consideration will be given to existing settlement pattern, and the level and quality of interconnectivity of the proposed development with the surrounding area. Policy 13 (Sustainable Transport) of NPF4 advises that proposals which improve, enhance or provide active travel infrastructure, public transport infrastructure or multi-modal hubs will be supported. It further states that development proposals will be supported where it can be demonstrated that the transport requirements generated have been considered in line with the sustainable travel and investment hierarchies and where appropriate they will provide direct, easy, segregated and safe links to local facilities via walking, wheeling and cycling networks before occupation. A Transport Assessment should also be submitted where a proposal would generate a significant increase in the number of person trips. Policy 14 also advises that development proposals for significant travel generating uses will not be supported in locations which would increase reliance on the private car, taking into account the specific characteristics of the area.

2.6.2 Policies 3 and 10 of the Adopted FIFEplan (2017) and Fife Council Transportation Development Guidelines apply with regard to this proposal.

2.6.3 Objections have been received in relation to road safety matters including poor access and lack of parking and an overall increase in traffic movement in the area. Transportation Development Management (TDM) have been consulted and confirm that they were consulted on previous applications for this site including 03/04072/EOPP, 07/02437/EARM, 12/02855/FULL, 17/02728/FULL, 18/02883/FULL and 22/02705/FULL, TDM have confirmed that vehicular access to the site would be from the private road School Brae which has a 20mph speed limit. Off-street parking and turning facilities for a car must be provided within the curtilage of the site, in accordance with Fife Council's Making Fife's Places Appendix G. TDM have noted that 2 parking spaces per dwelling are shown on drawing 1113/10. There are 2

further parking spaces nearest to 1 The Paddock and are content that 1 of these would provide the necessary one visitor space and the other space could be used for vehicles to turn when visiting the site. The proposed driveway is approximately 40m long therefore it is essential that an acceptable turning area is within the curtilage of the site. According to the current Fife Council Making Fife's Places Appendix G, 2m x 25m visibility splays must be provided and maintained clear of all obstructions exceeding 600mm in height above the adjoining road channel level, at the junction of the vehicular access and the private road. Transportation Development Management therefore have no objections to the application being approved subject to the imposition of a number of planning conditions

2.7 Flooding and Drainage

2.7.1 Policy 22 (Flooding) of NPF4 requires that development proposals will not increase the risk of surface water flooding to others, or itself be at risk, manage all rain and surface water through sustainable urban drainage systems (SUDS), which should form part of and integrate with proposed and existing blue-green infrastructure. All proposals should also presume no surface water connection to the combined sewer and development should seek to minimise the area of impermeable surface.

2.7.2 Policy 3 of FIFEplan Local Development Plan (2017) and the Council's 'Sustainable Drainage Systems (Suds) - Design Criteria Guidance Note' is taken into consideration with regards to drainage and infrastructure of development proposals.

2.7.3 Objections have been received concerned at the impact the proposals would have regarding flooding and drainage.

2.7.4 Drainage details have been provided including all relevant documentation required under the Fife Council's Design Guidance on Flooding and Surface Water Management Plan Requirements. Fife Council Structural Services Flooding, Shoreline and Harbours Officers, have been consulted and confirm that they do not have any concerns regarding Flooding and other information provided and therefore do not object. Scottish Water have no objections to the proposal stating that there is sufficient capacity to service the proposals and also capacity within the Letham Fife Wastewater Waste Treatment Works.

2.7.5 The application is therefore considered to comply with relevant guidance and policies in terms of flooding and drainage.

2.8 Natural Heritage and Trees

2.8.1 Policy 3 (Biodiversity) of NPF4 states that proposals will contribute to the enhancement of biodiversity, including where relevant, restoring degraded habitats and building and strengthening nature networks and the connections between them, whilst, proposals should also integrate nature-based solutions, where possible.

2.8.2 Policy 4 of NPF4 advises that proposals that are likely to have an adverse effect on species protected by legislation will only be supported where the proposal meets the relevant statutory tests. If there is reasonable evidence to suggest that a protected species is present on a site or may be affected by a proposed development, steps must be taken to establish its presence, whilst the level of protection required by legislation must be factored into the design of the development.

2.8.3 Policy 13 of the Adopted FIFEplan only supports proposals where they protect or enhance natural heritage and access assets, including designated sites of international and national importance, including Natura 2000 sites and Sites of Special Scientific Interest (see Site Appraisal Process below); designated sites of local importance, including Local Wildlife Sites, Regionally Important Geological Sites, and Local Landscape Areas; woodlands (including native and other long established woods), and trees and hedgerows that have a landscape, amenity, or nature conservation value; biodiversity in the wider environment; protected and priority habitats and species; landscape character and views; carbon rich soils (including peat); green networks and greenspaces; and core paths, cycleways, bridleways, existing rights of way, established footpaths and access to water-based recreation.

2.8.4 Objections have been received regarding the impact on ecology and wildlife around the site and the impact on bats in the area. A Preliminary Ecological Assessment Appraisal and Preliminary Roost Assessment undertaken by Gavia Environmental on March 2022 which concludes that none of the habitats on site, particularly the buildings proposed to be demolished, or the grassland habitats hold any high ecological value and do not pose a constraint in terms of the site's development. The report concludes also that there are no signs of red squirrels on the site. In addition to this, a Bat Activity Survey undertaken also by Gavia Environmental in June 2022 concludes that there are no roosting bats within the site, however careful consideration should be given if bats are recorded during works on the site which should cease immediately. Mitigation measures are also recommended. With regards to birds on the site, the report recommends that all works should take place outside of the breeding bird season (March to September inclusive). Nest boxes should also be considered.

2.8.5 In this instance it is considered that the proposal would have no significant impact on the natural heritage locally provided the recommendations and mitigation measures set out in the Environmental Report were implemented.

2.9 Low Carbon

2.9.1 Policy 1 of NPF4 requires that when considering all development proposals significant weight will be given to the global climate and nature crises.

2.9.2 Policy 2 of NPF4 state that proposals will be sited and designed to minimise lifecycle greenhouse gas emissions as far as possible and will be sited and designed to adapt to current and future risks from climate change.

2.9.3 Collectively, Policies 1:Development Principles (Part B), 3: Infrastructure and Services and 11: Low Carbon Fife of FIFEplan state that planning permission will only be granted for new development where it has been demonstrated, amongst other things, that: low and zero carbon generating technologies will contribute to meeting the current carbon dioxide emissions reduction target (as set out by Scottish Building Standards); construction materials come from local or sustainable sources; and water conservation measures are in place. The Council's Low Carbon Fife Supplementary Guidance (2019) notes that small and local applications will be expected to provide information on the energy efficiency measures and energy generating technologies which will be incorporated into their proposal. The applicant has submitted a low carbon checklist. The applicant has stated that the proposed dwelling house will be designed and built following the current Building Regulations. This will ensure the building is highly insulated, uses renewable energy technology and water conservation. Materials are to be sourced locally, and sustainably sourced materials will be used where possible. Workmanship for the project will also be locally sourced. The proposed dwellinghouse is situated within close approximately to a bus stop which will encourage the use of public transport and sustainable travel.

2.9.4 As such, it is considered that the proposed development accords with the above provisions of policy and guidance in relation to low carbon, however, again that is not a determining factor in this instance to allow full support for the proposal.

2.10 Houses in Multiple Occupation

2.10.1 Policy 2 of the Adopted FIFEplan prohibits the use of new houses and flats as HMOs and seeks to control the changes in use of existing property for use as HMOs unless the development is purpose built for that use. The planning authority imposes this restriction by applying a condition to planning permissions.

2.10.2 The proposal is not intended for HMO use currently. Nonetheless, a condition would normally be recommended (if the application had been recommended for approval) to ensure that the property will not be used as an HMO in the future unless a further application for that use is submitted for consideration.

2.11 Contamination

2.11.1 Planning Advice Note (PAN) 33 Development of Contaminated Land (2000) and Policies 1 and 10 of FIFEplan Local Plan (2017) apply with regards to land stability in this instance.

2.11.2 PAN 33 advises that suspected and actual contamination should be investigated and, if necessary, remediated to ensure that sites are suitable for the proposed end use. Policy 10 of FIFEplan advises development proposals involving sites where land instability or the presence of contamination is suspected, the developer is required to submit details of site investigation to assess the nature and extent of any risks presented by land stability or contamination which may be present and where risks are known to be present, appropriate mitigation measures should be agreed with the Council.

2.11.3 Fife Councils Land and Air Quality team (LAQT) were consulted on the proposal and state that given the use of the site as agricultural, should any unexpected materials or conditions be encountered the work should stop and an appropriate site-specific risk assessment may be required. However, this is not a determining factor in this instance.

3.0 Consultation Summary

Scottish Water

Scottish Water have confirmed that there is sufficient capacity in the Lomond Hills Water Treatment works and Letham Waste-Water Treatment Works to service this development.

TDM, Planning Services

TDM do not object to this application subject to the imposition of conditions relating to the construction and design of the

Structural Services - Flooding, Shoreline and Harbours No objections

4.0 Representation Summary

4.1 Seven representations have been received regarding this planning application including one non-statutory objection from Monimail Community Council objecting on the following grounds.

4.2 Material Planning Considerations

4.2.1 Objection Comments:

Issue	Addressed in Paragraph
a. The objection claims the buildings are re-useable.	Section 2.3.9
b. Materials proposed, particularly the rendering, is not in keeping with other properties in the village which the main walls are mostly natural stone.	Section 2.3.9
c. Proposed housing out of Character.	Section 2.3.9
d. Overshadowing, loss of daylight and loss of privacy particularly into gardens.	Section 2.4.4
e. Road safety issues (Including reference to older applications)	Section 2.6.3
f. Flooding	Section 2.7.5
g. Issues with refuse collection	Section 2.6.3
h. Impact on bats in the area	Section 2.8.4

4.2.2 Support Comments

None

4.2.3 Other Concerns Expressed

Issue	Comment
a. One of the existing buildings to be demolished is still in use for agricultural equipment.	This is not a material consideration

5.0 Conclusions

The proposed construction of two new buildings within the Letham Conservation Area including the demolition of the existing structures and associated works have been thoroughly assessed. The proposals align with the relevant policies outlined in the Development Plan, as well as national and local guidelines pertaining to conservation areas. The design and materials selected for the new builds are considered to be sympathetic to the historic and architectural character of the Letham Conservation Area, ensuring the preservation and enhancement of the immediate area. Furthermore, the proposals have been evaluated against other considerations, including environmental impact, amenity, road safety and heritage conservation, and have been found to be compliant. Therefore, it is recommended that the application be approved, subject to standard conditions to ensure the development proceeds in accordance with the approved plans and maintains the integrity of the conservation area.

6.0 Recommendation

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

CONDITIONS:

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

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

2. The residential units provided on site shall be used solely as residences for (a) a single person or by people living together as a family; or (b) not more than 5 unrelated residents living together in a dwellinghouse; or (c) not more than 2 unrelated residents living together in a flat. For the avoidance of doubt, none of the residential units hereby approved shall be used for Housing in Multiple Occupation.

Reason: In the interests of maintaining a mixed and balanced housing stock as required by Adopted FIFEplan - Fife Local Development Plan Policy 2 (Homes) or any subsequent revision or amendment of this document.

3. Prior to the first occupation of either proposed dwellinghouse, all access driveways shall be constructed at a gradient not exceeding 1 in 10 (10%) and shall have appropriate vertical curves to ensure adequate ground clearance for vehicles. For the avoidance of doubt, the first two metre length of the driveway to the rear of the public road shall be constructed in a paved material (not concrete slabs).

Reason: In the interest of road safety; to ensure the provision of an adequate design layout and construction and to avoid severe gradients which would render the driveways unsuitable for vehicular use and to ensure that no deleterious material is dragged on to the public road.

4. Prior to first occupation of either proposed dwellinghouse, all works carried out on or adjacent to the public roads shall be constructed and completed in accordance with the current Fife Council Making Fife Places Appendix G.

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

5. Prior to the first occupation of either proposed dwellinghouse, there shall be 2 off-street parking spaces provided for each dwelling, 1 communal visitor parking space and a further space to be used as a turning area as per drawing 1113/10. A total of 6 Off-street parking spaces shall be provided within the curtilage of the site in accordance with the current Fife Council Making Fife Places Appendix G. The parking spaces shall thereafter be retained throughout the lifetime of the development.

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

6. Prior to first occupation of either proposed dwellinghouse, visibility splays of 2m x 25m shall be provided to both directions at the junction of the vehicular crossing and the public road and thereafter maintained in perpetuity, clear of all obstructions exceeding 600 metres above the adjoining carriageway level, in accordance with the current Fife Council Making Fife Places Appendix G.

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

7. All advice and mitigation measures contained within the Preliminary Ecological Assessment Appraisal and Preliminary Roost Assessment undertaken by Gavia Environmental on March 2022 shall be adhered to unless as agreed in writing by Fife Council as Planning Authority.

Reason: In the interests of protecting Bats as a protected species.

8. The total noise from all plant, machinery or equipment (Air-source heat pumps) shall be such that any associated noise complies with NR 25 in bedrooms, during the night; and NR 30 during the day in all habitable rooms, when measured within any relevant noise sensitive property, with windows open for ventilation.

For the avoidance of doubt, daytime shall be 0700-2300hrs and night-time shall be 2300-0700hrs.

Reason: In the interests of residential amenity; to ensure adjacent residential dwellings are not subjected to adverse noise from the air source heat pumps.

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

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

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

7.0 Background Papers

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

[National Planning Framework 4 \(2023\)](#)
[FIFEplan Local Development Plan \(2017\)](#)
[Planning Guidance](#)

Development Plan:

National Planning Framework 4 (Approved January 2023)
Adopted FIFEplan Local Development Plan (2017)

Other Guidance:

Making Fife's Places Supplementary Guidance Document (2018)
Fife Council's Low Carbon Fife Supplementary Guidance (2019)
Fife Council Planning Customer Guidelines - Garden Ground (2016)
Fife Council Planning Customer Guidelines - Daylight and Sunlight (2018)
Fife Council Planning Customer Guidelines - Minimum Distances between Window Openings (2011)

Fife Council Transportation Development Guidelines

Fife Council's Letham Draft Conservation Area Appraisal and Management Plan 2010

Report prepared by Andy Taylor, Chartered Planner and Case Officer
Report reviewed and agreed by Alastair Hamilton, Service Manager(Committee Lead) 4.3.25

Committee Date: 12/03/2025

Agenda Item No. 5

Application for Conservation Area Consent

Ref: 24/02526/CAC

Site Address: 3 The Paddock Letham Farm The Square

Proposal: Conservation area consent for demolition of ruinous outbuildings

Applicant: Mr David Stewart, Letham Farm House Letham Farm

Date Registered: 3 October 2024

Case Officer: Andy Taylor

Wards Affected: W5R16: Howe Of Fife And Tay Coast

Reasons for Referral to Committee

This application requires to be considered by the Committee because the application is for a Local Development in terms of the Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009 and is associated with another form of consent for consideration by the Committee and It is expedient for both applications to be considered by Committee.

Summary Recommendation

The application is recommended for: Conditional Approval

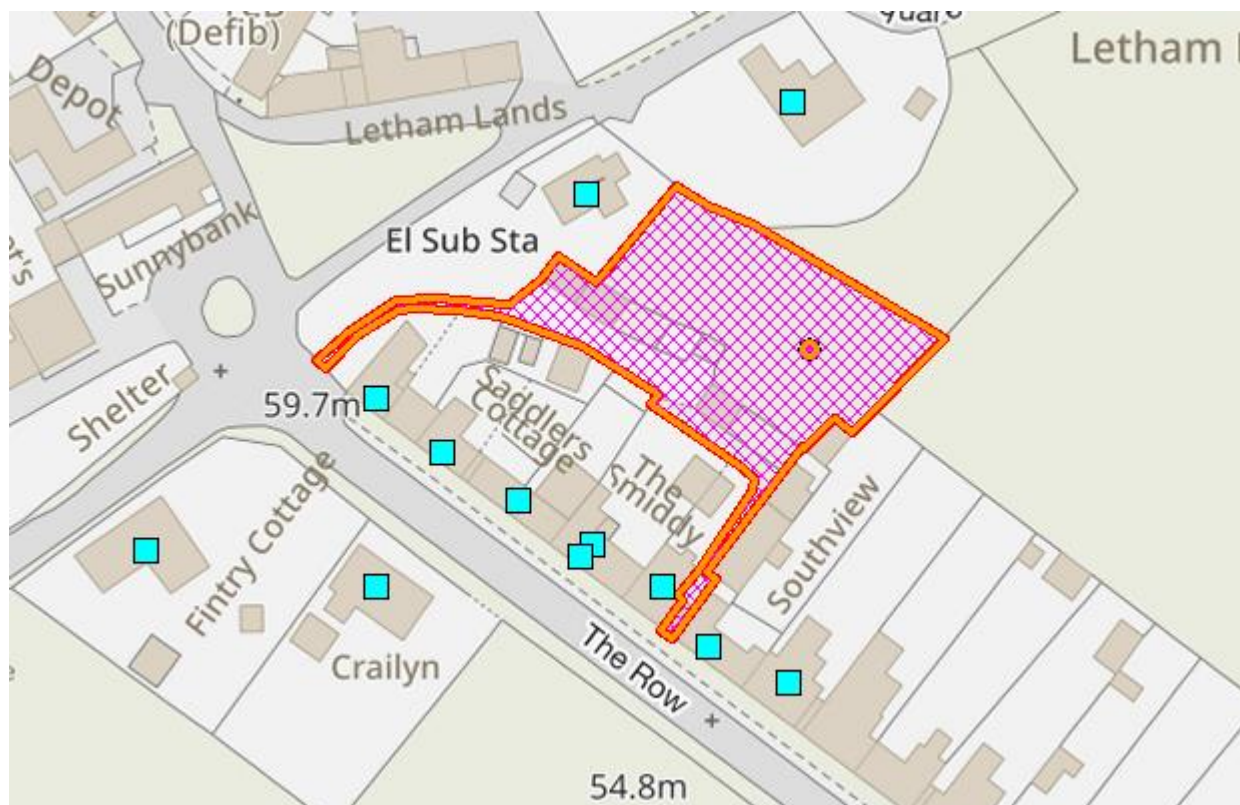
1.0 Background

1.1 The Site

This application relates to two detached single storey agricultural buildings, located within the settlement boundary of Letham. The application site forms part of the Letham Conservation Area, located at the historic centre of the village behind The Row; one of the main streets of Letham and its conservation area. The stone built agricultural buildings feature pitched roofs finished with red pan style tiles. The buildings are in a poor state of repair and are dilapidated in areas. The surrounding area is characterised by residential properties. To the north of the site there is a single storey modern dwellinghouse (constructed approximately 2008) which fronts a private access road, whilst a traditional farmhouse (Letham Land Farm) is located approximately 20 metres to the north-east. Residential properties of The Row are located to the south and west. The land to the east is currently an agricultural field. Vehicular access is via an existing access track from The Row, which serves a number of private garages at the rear of the houses fronting The Row. The two buildings appear to be those shown on the Ordnance Survey 1st edition map and to be mid-19th century or earlier. Although roofed they are in poor condition and essentially only the external walls remain although a gable wall to the southernmost of the

two buildings is missing. The two buildings appear from historic maps to be the remnants of two rows of buildings shown. The southern building has a chimney with thackstane detail which may indicate that it was originally thatched. In traditional Fife architecture, a thackstane is a projecting stone located beneath a chimney, serving as a protective element for the edge of a thatched roof. This feature is characteristic of buildings that originally had thatched roofs, providing insight into historical construction practices in the region. The presence of a thackstane indicates that a building may have been designed to accommodate a thatched roof, even if the thatch has been replaced with alternative materials over time. This detail is significant in understanding the architectural evolution and heritage of structures within Fife. Both roof structures have been subsequently completely replaced with pan tiles.

1.1.2 LOCATION PLAN



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1.2 The Proposed Development

Conservation area consent for demolition of ruinous outbuildings

1.3 Relevant Planning History

24/02529/FULL - Erection of 2 dwellinghouses and associated works (demolition of existing outbuildings) - Also included in the agenda.

22/02518/CAC - Conservation area consent for demolition of ruinous outbuildings – REFUSED – 07/06/2024.

22/02705/FULL - Erection of 2 dwellinghouses (demolition of existing outbuildings) – REFUSED – 06/06/2024.

18/02880/CAC - Conservation area consent for demolition of agricultural buildings – REFUSED – 17.01.2020.

18/02883/FULL - Erection of two dwellinghouses (demolition of existing agricultural buildings) – REFUSED – 17/01/2020.

12/02855/FULL - Erection of two dwellinghouses including demolition of existing agricultural buildings - PERC - 25/01/13.

07/02437/EARM - Erect two dwellinghouses including demolition of existing agricultural buildings – APPROVED – 20/12/2007.

07/02735/ECAC - Conservation Area Consent for demolition of agricultural outbuildings – APPROVED – 08/01/2008.

03/04072/EOPP - Outline planning permission for erection of two dwellings – APPROVED – 11/03/2004.

1.4 Application Procedures

1.4.1 Under Sections 59(1) and 66 of the Planning (Listed Building and Conservation Areas) (Scotland) Act 1997, the determination of an application for demolition of a building in a Conservation Area shall have special regard to the desirability of preserving the building or any features of special architectural or historic interest it possesses.

1.4.2 A physical site visit has not been undertaken for this planning application. All necessary information to allow for full consideration and assessment of the proposal was collated digitally using Google imagery (including Google Street View and Google satellite imagery) and GIS mapping. It is considered, given the scale and nature of the proposal, the evidence and information available to the case officer is sufficient to determine the proposal.

1.4.3 National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan. The SESplan and TAYplan Strategic Development Plans and any supplementary guidance issued in connection with them cease to have effect and no longer form part of the Development Plan. In the context of the material considerations relevant to this application there are no areas of conflict between the overarching policy provisions of the now adopted NPF4 and the adopted FIFEplan LDP 2017.

1.5 Relevant Policies

National Planning Framework 4 (2023)

Policy 1: Tackling the climate and nature crises

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

Policy 14: Design, quality and place

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

Adopted FIFEplan (2017)

Policy 1: Development Principles: Development proposals will be supported if they conform to relevant Development Plan policies and proposals and address their individual and cumulative impacts.

Policy 14: Built and Historic Environment

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

National Guidance and Legislation

Section 64 of the Planning (Listed Building and Conservation Areas) (Scotland) Act 1997

Section 66 of The Planning (Listed Building and Conservation Areas) (Scotland) Act 1997

Managing Change in the Historic Environment: Demolition (2010)

HES Historic Environment Policy for Scotland (May 2019)

Supplementary Guidance

Supplementary Guidance: Low Carbon Fife (2019)

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

Planning Policy Guidance

None

Planning Customer Guidelines

None

Other Relevant Guidance

Letham Draft Conservation Area Appraisal and Management Plan Jan 2010.

2.0 Assessment

2.1 Relevant Matters

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

2.2 Impact on Character of Conservation Area

2.2.1 Section 64 of the Planning (Listed Building and Conservation Areas) (Scotland) Act 1997, Section 66 of The Planning (Listed Building and Conservation Areas) (Scotland) Act 1997, Policies 1 and 14 of the FIFE plan Local Development Plan (2017), the Making Fife's Places Supplementary Guidance Document (2018), National Planning Framework 4 (2023) (NPF4), Historic Environment Scotland (HES) Historic Environment Policy for Scotland (May 2019), Managing Change in the Historic Environment: Demolition (2010) and the Interim Guidance on the Designation of Conservation Areas and Conservation Area Consent (2019), and the Draft Letham Conservation Area Appraisal and Management Plan (2010) apply with regard to this proposal.

2.2.2 Section 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should pay special attention to the desirability of preserving or enhancing the character or appearance of the relevant designated area. Design and materials which will affect a conservation area or setting of a listed building shall be appropriate to both the character and appearance of the building or area and its setting. Section 66 of The Planning (Listed Building and Conservation Areas) (Scotland) Act 1997 ensures that a building in a conservation area shall not be demolished without the consent of the appropriate authority (in this Act referred to as “conservation area consent”).

2.2.3 Policy 7 of NPF4 states Development proposals affecting the conservation area and its setting is preserved or enhanced. NPF4 Policy 7 also stipulates development proposals in conservation areas will ensure that existing natural and built features which contribute to the character of the conservation area and its setting, including structures, boundary walls, railings, trees and hedges, are retained.

2.2.4 Policy 1 of the Adopted FIFEplan Local Development Plan (2017) advises that development proposals will be supported if they conform to relevant Development Plan policies and proposals and address their individual and cumulative impacts. Policy 14 of FIFEplan (2017) advises that development which protects or enhances buildings or other built heritage of special architectural or historic interest will be supported.

2.2.5 Making Fife's Places Supplementary Guidance (2018) sets out the expectation for developments with regards to design. This document encourages a design-led approach to development proposals through placing the focus on achieving high quality design. It additionally sets out that design issues should be considered from the neighbourhood or block scale. This document also illustrates how developments proposals can be evaluated to ensure compliance with the six qualities of successful places. Lastly, the Supplementary Guidance recognizes that the built environment has been adapted over time to meet changing needs. Protecting the historic environment is not about preventing change but ensuring that changes are appropriate to their location. Sustainable management of the historic environment should be based on a Conservation Area appraisal.

2.2.6 HES Historic Environment Policy for Scotland (May 2019) states that the demolition of a building and the construction of a new building in its place, could result in harm to the character and appearance of a Conservation Area, and therefore, the Planning Authority must take into account the importance of the building to the character or appearance of the Conservation Area and of proposals for the future of the cleared site. HES Managing Change in the Historic Environment: Demolition (2010) notes that proposals for demolition in conservation areas should be considered in the context of an application for full planning permission for replacement development. Demolition should not take place until evidence is provided that contracts are let for the replacement development or the landscaping of the site (if appropriate). Works should protect the character and appearance of the conservation area. Further to this, demolition should be supported in-line with one of four 'tests':

- Is the building no longer of special interest?
- Is the building incapable of meaningful repair?
- Is the demolition of the building essential to delivering significant benefits to economic growth or the wider community?
- Is the repair and reuse of the building economically unviable?

The Interim Guidance on the Designation of Conservation Areas and Conservation Area Consent (2019) document produced by HES sets out that when deciding whether conservation area consent should be granted. The Interim Guidance advises that demolition may be thought appropriate, for example, if the building is of little townscape value, if its structural condition rules out its retention at reasonable cost, or if its form or location makes its re-use extremely difficult. In instances where demolition is to be followed by re-development of the site, consent to demolish should in general be given only where there are acceptable proposals for the new building.

2.2.7 Fife Council's Draft Letham Conservation Area Appraisal & Management Plan (2010) document provides a detailed conservation review of the town's Conservation Area boundaries. Further to this it also aims to highlight the key townscape, architecture and historic issues considered to be important to the character of the town as a whole. The document also identifies important conservation issues and provides a framework for the conservation area's future management. The general advice, guidance, and management considerations referred to are relevant to all new development opportunities within the Conservation Area itself and mirror the advice contained within Scottish Planning Policy and the Historic Environment Scotland Policy Statement. The buildings are not specifically referred to in this document.

2.2.8 Historic and Environment Scotland (HES) were consulted both during this application and the previous one. During the assessment of the previous application, HES stated that that in their view the two traditional buildings which appear on the 1st edition O.S. map (1888-1913) contributes to the character of the Letham Conservation Area. HES initially stated that although the applicant has concluded that the buildings are in a state of disrepair, no information had been provided setting out their structural condition or that could demonstrate that all reasonable options for their retention and reuse have been fully explored. Since the initial response from HES, a Structural Engineering report by Millard Civil Engineers dated the 28th of August 2023

2.2.9 Building A

Building A was originally a single-storey stone storage shed that has been abandoned for several years. It comprises three distinct sections:

- Left Section: A partially intact timber roof remains, though it is structurally compromised with missing horizontal ties and exposure to the elements. The timber lintel above the main doorway has failed and is at risk of collapse.
- Middle and Right Sections: Only stone walls remain, with varying degrees of collapse. The roof has been entirely removed.
- Rear Wall: Functions as a retaining wall to a raised field level behind, allowing water ingress and showing signs of deterioration.
- Stonework Condition: The gable and front walls of the left section remain largely intact, but the rear wall is heavily stained due to dampness. The stone walls in the central and right sections range from partially intact to entirely collapsed, with significant vegetation growth in the exposed areas.
- Floor Condition: No floor slab present; the ground consists of compacted soil.

2.2.10 Building B

- While the timber roof trusses remain largely intact, they are nearing the end of their lifespan and require full replacement.
- The timber gable frame and doors are structurally compromised and unsuitable for reuse.
- The rear gable wall is of considerable height and lacks restraint from the existing roof structure, raising stability concerns.
- The stone walls are currently stable but require remedial rebuilding to meet modern safety and usability standards.
- The retaining rear wall has allowed water ingress and would not be suitable for reuse in an enclosed space without extensive drainage and waterproofing works.
- The lack of a floor slab and potential for shallow foundations would make modern floor installation difficult without undermining the structure.

In conclusion, the report finds both buildings to be structurally compromised, with significant deterioration in roofs, walls, and foundations. Extensive remedial works, including wall reconstruction, drainage improvements, and full roof replacement, would be necessary to bring either building up to modern standards.

2.2.11 Within this conservation area consent application and the full planning application Ref: 24/02529/FULL also being considered, the applicant has provided further information on the re-use of materials for the development. The proposed dwellings will incorporate a combination of reclaimed and locally appropriate materials to ensure a sympathetic addition to the conservation area. Reclaimed stone from existing site structures will be reused to form the gables, while the remaining walls will be finished in a buff/sandstone render, complementing the surrounding built environment. Roofs will feature a mix of reclaimed red clay tiles on the front portion and natural slate on the rear sections, helping to break up massing and blend with existing village architecture. Historic Environment Scotland have been consulted again on this application and have replied by stating that they do not make any comments.

2.2.12 On the basis of the above, it is considered that the proposed demolition of the 2 buildings as per the current proposal and submitted justification complies with national and local legislation and guidance relating to the protection of historic environment and their justified demolition and loss would positively impact on the site and the historic character of the surrounding Letham Conservation Area.

3.0 Consultation Summary

Historic Environment Scotland

HES do not have any comments to make.

4.0 Representation Summary

4.1 None

5.0 Conclusions

The proposal is considered to be acceptable in meeting the terms of the Development Plan and National Guidance. The existing building which are to be demolished are considered to be of some architectural merit but taking all factors into account and the disrepair of the buildings, it is considered that the loss would have no detrimental impact on the surrounding Letham Conservation Area. The proposed replacement dwellings, which are dealt with under planning permission reference 22/02705/FULL, would contribute positively and would provide a visual enhancement to the character and appearance of the Conservation Area. The demolition is therefore considered to be justified, and the proposal is thus recommended for approval with a condition applied to ensure no demolition work begins until proof of contracts to carry out both demolition and the replacement scheme is in place.

6.0 Recommendation

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

CONDITIONS:

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

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

2. NO WORKS OF DEMOLITION SHALL TAKE PLACE until construction contracts have been entered into for the replacement development of the site and written evidence of this has been submitted and approved in writing by this Planning Authority. The replacement development shall be for a scheme with a valid full planning permission.

Reason: In the interests of visual amenity; to ensure that this Planning Authority retains effective control over the timing of the development to avoid an unsightly gap in a prominent position in the Conservation Area.

7.0 Background Papers

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

National Guidance

Section 64 of the Planning (Listed Building and Conservation Areas) (Scotland) Act 1997

Historic Environment Policy for Scotland (April 2019)

Historic Environment Scotland's Managing Change in the Historic Environment Guidance on Demolition (2010)

Historic Environment Scotland's New Design in Historic Settings

Development Plan

National Planning Framework 4 (2023)

Adopted FIFEplan Local Development Plan 2017

Other Guidance

Fife Council's Letham Draft Conservation Area Appraisal and Management Plan 2010

Report prepared by Andy Taylor, Chartered Planner and Case Officer.

Report reviewed and agreed by Alastair Hamilton, Service Manager(Committee Lead) 19/2/24

Committee Date: 12/03/2025

Agenda Item No. 6

Application for Full Planning Permission

Ref: 24/01948/FULL

Site Address: 201 South Street St Andrews Fife

Proposal: Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks

Applicant: Fife Council, Fife House North Street

Date Registered: 6 August 2024

Case Officer: Scott McInroy

Wards Affected: W5R18: St. Andrews

Reasons for Referral to Committee

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

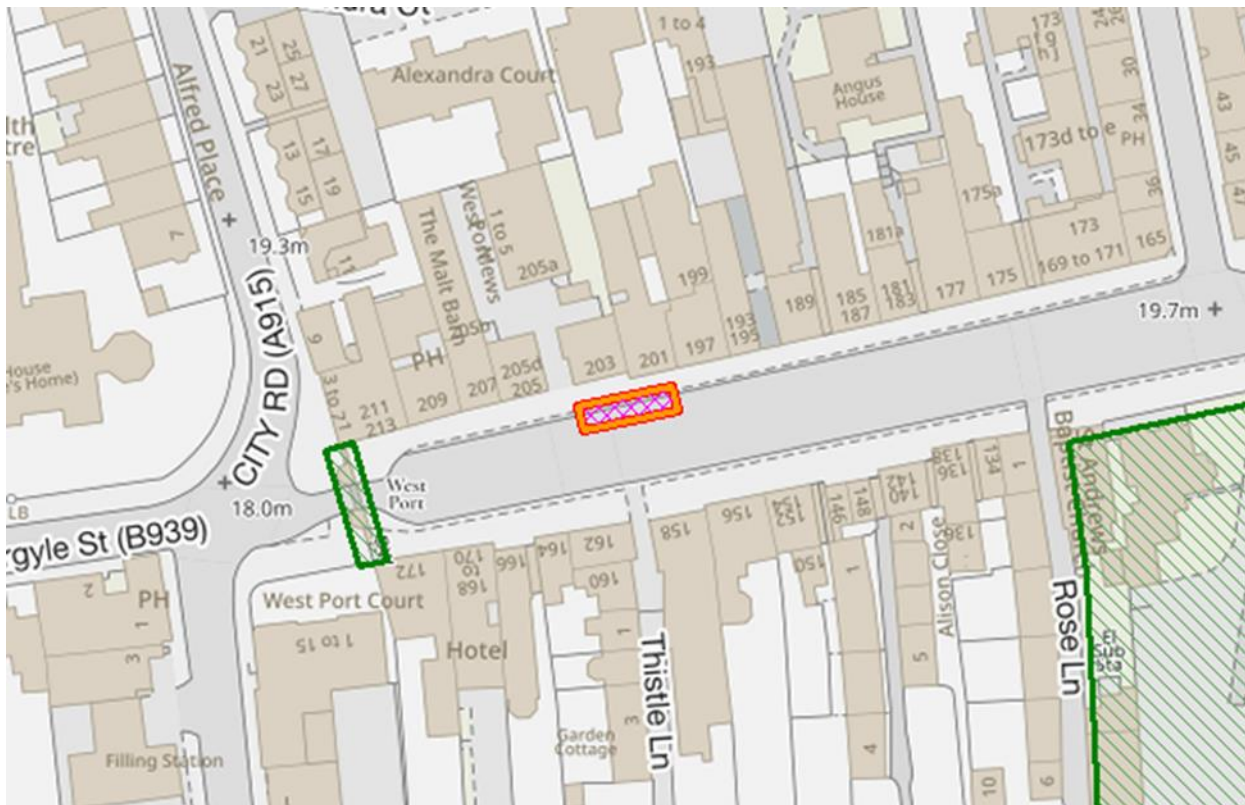
Summary Recommendation

The application is recommended for: Conditional Approval

1.0 Background

1.1 The Site

1.1.1 LOCATION PLAN



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1.1.2 This application relates to the existing temporary build out in front of 201 South Street (north side of South Street), an adopted road within the St Andrews settlement boundary, town centre boundary and the Central St Andrews Conservation Area as per the adopted FIFEplan (2017). The application site itself is 15.2m in length, 3.5m in width and has an area of 53sqm. There is a Category C listed building located directly adjacent to the buildout (4m away). Category B listed buildings are located to the west of the buildout (10m away), as is the West Port scheduled ancient monument (40m to the west), but they are out with the site boundary. The application site was previously 2 parking spaces.

1.2 The Proposed Development

1.2.1 Planning permission is sought for the environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks. This application is to replace the existing temporary buildouts with permanent measures. At present the existing temporary buildouts mainly comprise timber edging that is bolted to the underlying carriageway; bituminous surfacing, approximately 50mm-100mm deep and removable timber planters. The proposed buildout would be 15.2m in length and 2.9m in width. The proposed permanent buildout would be finished in Caithness stone slabs and whin stone kerbs, similar to those already installed in South Street and Market Street. A cycle rack is also proposed, to match other cycle parking racks, with an approximate width of 0.9m, and spacing approximately of 0.9m, along with a heritage style timber seat with black metal supports.

1.3 Relevant Planning History

1.3.1 There is no previous planning history for this site.

1.4 Application Procedures

1.4.1 Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017). Under Sections 59(1) and 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should pay special attention to the desirability of preserving or enhancing the character or appearance of the relevant designated area.

1.4.2 National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan. The SESplan and TAYplan Strategic Development Plans and any supplementary guidance issued in connection with them cease to have effect and no longer form part of the Development Plan. In the context of the material considerations relevant to this application there are no areas of conflict between the overarching policy provisions of the now adopted NPF4 and the adopted FIFEplan LDP 2017.

1.4.3 Under The Town and Country Planning (Notification of Applications) (Scotland) Direction 2009 (as per the advice contained within Circular 3/2009) and advice within PAN 82:Local Authority Interest Developments, that where Fife Council has an interest in an application as applicant or landowner or where the Council has a financial interest in the proposed development, the Scottish Ministers must be notified of the application before planning permission is granted but only where the development is considered to be significantly contrary to the Development Plan. Such a procedure allows Ministers to consider whether any possible conflicts of interest may have unduly influenced the planning authority or have made it difficult for the authority to retain an impartial view of the merits of the proposed development. The Direction also advises that planning authorities are not required to inform objectors of their intention to grant planning permission or advise them of their reasons for doing so, nor does it require an authority to invite further comment prior to notifying Ministers. The Planning Authority has considered the provisions of PAN 82 and in particular paragraph 7 and the Public Sector Equality Duty in the assessment of this application. In this instance the proposed development is not considered to be significantly contrary to the Development Plan and therefore, if approved or refused, the application should not be referred to Scottish Ministers but can be determined by the Council and the decision notice issued.

1.4.4 Concerns have been raised land ownership certificates submitted as part of this application. The relevant land ownership certificate have been submitted as part of this application and relevant advertisement and site notices were posted.

1.4.5 The most recent site visit was undertaken on 27/01/2025.

1.5 Background

1.5.1 During 2021, to help people comply with the Scottish Government's social distancing requirements associated with Covid-19, Fife Council extended the footway width at five locations on South Street. The buildouts were not of a permanent nature and used materials which could be removed when required. Hospitality premises adjacent to the buildouts were

able to use these areas for their customers, without the need to obtain planning consent, due to the Scottish Government's special guidance during this period.

With the aim of boosting hospitality and town centre recovery, after the end of the special guidance, the Scottish Government amended the permitted development rights for the hospitality sector (April 2023). The change permitted hospitality premises to place furniture adjacent to their premises, for the purposes of selling or serving food or drink from their premises, without the need to apply for planning consent.

In January 2023, public consultation was undertaken on the future of these buildout areas. Concerns have been raised regarding the results of the survey, with the views of the public not being taken into account. The results of the survey were that 46% of respondents were in favour of retaining the additional pedestrian spaces, versus 42% that wanted these spaces removed. Additionally, 12% were in favour of keeping some of the implemented zones.

The results were reported to the North East Fife Area Committee on 26th April 2023 and retention of footway extensions was approved, with Roads & Transportation Service being instructed to advance design work to make these spaces permanent.

1.6 Relevant Policies

National Planning Framework 4 (2023)

Policy 6: Forestry, woodland and trees

To protect and expand forests, woodland and trees.

Policy 7: Historic assets and places

NPF4 Policy 7 stipulates development proposals in conservation areas will ensure that existing natural and built features which contribute to the character of the conservation area and its setting, including structures, boundary walls, railings, trees and hedges, are retained and mitigated.

Policy 13: Sustainable transport

NPF4 Policy 13 states that development proposals will be supported where it can be demonstrated that the transport requirements generated have been considered in line with the sustainable travel and where appropriate they will be accessible by public transport.

Policy 14: Design, quality and place

NPF4 Policy 14 states development proposals should be designed to improve the quality of an area whether in urban or rural locations and regardless of scale. NPF Policy 14 also stipulates development proposals will be supported where they are consistent with the six qualities of successful places: healthy, pleasant, connected, distinctive, sustainable, and adaptable.

Policy 15: Local Living and 20 minutes neighbourhoods

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

Adopted FIFEplan (2017)

Policy 1: Development Principles

FIFEplan Policy 1 Development Principles states that development proposals will be supported if they conform to relevant Development Plan policies and proposals and address their individual and cumulative impacts. The principle of development will be supported if the site is either within a defined settlement boundary and compliant with the policies for the location or in a location where the proposed use is supported by the Local Development Plan.

Policy 3: Infrastructure and Services

FIFEplan Policy 3 states where necessary and appropriate as a direct consequence of the development or as a consequence of cumulative impact of development in the area, development proposals must incorporate measures to ensure that they will be served by adequate infrastructure and services. Such infrastructure and services may include local transport and safe access routes which link with existing networks, including for walking and cycling, utilising the guidance in Making Fife's Places Supplementary Guidance.

Policy 10: Amenity

FIFEplan Policy 10 Amenity states that development will only be supported if it does not have a significant detrimental impact on the amenity of existing or proposed land uses. Development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to air quality, contaminated and unstable land, noise/light/odour pollution, traffic movements, privacy, loss of sunlight/daylight, visual appeal of surrounding area or the operation of existing or proposed businesses. Policy 10 also states development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to traffic movements.

Policy 13: Natural Environment and Access

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

Policy 14: Built and Historic Environment

FIFEplan Policy 14 Built and Historic Environment states that development which protects or enhances buildings or other built heritage of special architectural or historic interest will be supported. Proposals will not be supported where it is considered they will harm or damage listed buildings or their setting, including structures or features of special architectural or historic interest and sites recorded in the Inventory Historic Gardens and Designed Landscapes. For all historic buildings and archaeological sites, whether statutorily protected or not, support will only be given if, allowing for any possible mitigating works, there is no adverse impact on the special architectural or historic interest of the building or character or appearance of the conservation area.

National Guidance and Legislation

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

PAN 82: Local Authority Interest Development

Supplementary Guidance

Making Fife's Places Supplementary Planning Guidance (2018)

This document sets out Fife Council's expectations for the design of development in Fife. It explains the role of good design in creating successful places where people will want to live work and play through an integrated approach to buildings, spaces and movement.

Planning Policy Guidance

St Andrews Design Guidelines (2011)

This sets out a number of principles to ensure appropriate design and materials are incorporated into new development. The guidance advises that buildings should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate.

Planning Customer Guidelines

Fife Council Planning Customer Guidelines: Trees and Development (2016)

Other Relevant Guidance

Fife Council's St Andrews Conservation Area Appraisal and Management Plan (2010)

This provides a detailed conservation review of the town's Conservation Area boundaries. Further to this, it also aims to highlight the key townscape, architecture and historic issues considered to be important to the character of the town as a whole. The document also identifies important conservation issues and provides a framework for the conservation area's future management. The general advice, guidance, and management considerations referred to are relevant to all new development opportunities within the Conservation Area itself and mirror the advice contained within the HES Historic Environment Policy for Scotland (May 2019).

St Andrews Local Place Plan (May 2024)

2.0 Assessment

2.1 Relevant Matters

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

- Principle of Development
- Design/Visual Impact on Conservation Area and Setting of Listed Building
- Residential Amenity
- Road Safety
- Archaeology
- Trees

2.2 Principle of Development

2.2.1 Policy 15 of NPF4, Policy 1 of the Adopted FIFEplan – Fife Local Development Plan (2017); the LDP apply.

2.2.2 In simple land use grounds, the principle of the external alterations including repaving works. door clearly meets the requirements of the Development Plan and national guidance by virtue of the site being designated within the settlement boundary of St Andrews. Notwithstanding this, the overall acceptability of the application is subject to the development satisfying other policy criteria such as residential amenity, visual impact and other matters all of which are considered in detail below.

2.2.3 Concerns have been raised regarding the use of pavement areas by adjacent businesses. Although this does not form part of this application, Class 9L of the Town and Country Planning (General Permitted Development) (Scotland) Amendment Order 2023 allows this use.

2.2.4 It is therefore considered that the proposal does comply with the provisions of the Adopted FIFEplan (2017) policy 1, part a criterion 1.

2.3 Design and Layout / Visual Impact on the Conservation Area and Setting Listed Buildings

2.3.1 The relevant provisions of NPF4 polices 7 and 14 and FIFEplan Policies 1, 10 and 14 apply. Making Fife's Places Supplementary Guidance (2018), St Andrews Conservation Area Appraisal and Management Plan (2010), St Andrews design Guidelines (2011), Historic Environment Scotland Policy Statement (2019), and Historic Environment Scotland Managing Change series are also relevant here.

2.3.2 The St Andrews Design Guidelines (2011) sets out appropriate principles to guide public and private works in St Andrews central conservation area and the townscape on its main approaches. This document aims to ensure an appropriate approach to conservation, repair, adaptation, improvement and renewal of historic buildings and streetscape; restoring original

materials and details where practicable. The guidance advises that development should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate. Key principles related to the proposed development include:

- Guideline 16 – Protect axial vistas from encroachment by buildings, street furniture, parking, signage and inappropriate planting, especially trees.
- Guideline 26 - Conserve the surviving traditional natural surfacing stones and details unless there are absolutely compelling functional reasons for change / replacement.
- Guideline 27 - Lay new footpath and carriageway surfacing according to the hierarchy of materials and elements set out in Figures 49 & 50 and relating to adjacent building frontages.
- Guideline 28 - Use simple unobtrusive contemporary detail design solutions to meet requirements for drop kerbs, tactile surfaces etc.
- Guideline 29 - Restrict the use of modern concrete surfacing materials to areas beyond the public realm of the historic streets.
- Guideline 38- Select street furniture of good functional design and longevity and low long-term maintenance, which is appropriate to its setting and part of a consistent range throughout the town centre, based on the criteria set out in the table in Figure 69.
- Guideline 41 - Install street furniture in carefully considered locations to avoid visual clutter, litter collection, and detracting from the setting of listed buildings or key frontages, and to provide a clear movement zone 2 metres wide wherever possible.
- Guideline 55 – Agree new works in the area occupied by the Lammas Fair in discussion with Transportation and Community Services.
- Guideline 58 – Introduce seasonal planters with bedding plants to enhance the visual amenity of pavement areas and define activity space. They should be consistent unobtrusive design and colour, easily maintained, and removable in winter. Their siting should be consistent with the principles of locating street furniture.

The guidance states that street surfaces are important as the foreground for the historic buildings, and as the continuous link giving cohesion to the townscape as a whole. Within the historic core, repairs and new work - to adopted carriageways, pavements, and areas visible from the public realm - should continue the restoration or reintroduction of traditional materials and details wherever possible. Figure 49 provides a table setting out a hierarchy of paving materials and elements appropriate to the character and importance of the location within the historic core.

2.3.3 Figure 49 of the Design Guidelines states that for the pavement on main streets/key frontages/civic spaces Caithness slabs and whinstone kerbs are acceptable. Paragraph 4.32 of the Design Guidelines states that new seating should continue the theme of timber slats with natural finish; as a traditional timber bench or set on a cast metal frame (preferably aluminium - painted within the historic core) of classic design.

2.3.4 Concerns have been raised regarding the impact on the character of the conservation area and adjacent listed buildings and compliance with the St Andrews Design Guidance. Paragraph 1.1.2 states the distance the application site is away from the adjacent listed buildings. The proposal includes removing the temporary bituminous surfacing and replacing this with Caithness slabbed footway, whin stone kerbs, cycle rack and traditional seat (timber with metal frame). The location of the street furniture will still allow clear movement zone for pedestrians. The materials proposed for the surfacing and street furniture are compliant with the St Andrews Design Guidance as set out in paragraph 2.3.3 and would match the existing pavement on South Street. The proposed works would provide a visual improvement to what is there at present, and the footway and proposed street furniture would be finished in a similar

way to other areas in the St Andrews Public Realm. It is considered that the proposal would improve the visual amenity of the area and have a positive contribution to the conservation area and not impact on the adjacent listed buildings and comply with the St Andrews Design Guidelines.

2.4 Residential Amenity

2.4.1 The relevant provisions of NPF4 policy 14 and FIFEplan Policies 1 and 10 apply.

2.4.2 The application site relates to the existing temporary build out in front of 201 South Street (north side of South Street). The proposal includes removing the bituminous surfacing and replacing this with Caithness slabbed footway with whin stone kerbs and cycle rack and traditional seat. The proposed changes will not impact on the residential amenity of the surrounding area.

2.4.3 In this instance, it is considered that the proposed works do comply with policy 10 criterion 3 in that the development would not have a significant detrimental impact on the residential amenity of the surrounding area (access or noise whilst works are carried out) and therefore does comply with the adopted FIFEplan (2017).

2.5 Road Safety

2.5.1 Policies 13, 14, and 15 of NPF4, Policies 1 and 3 of the LDP, Making Fife's Places Supplementary Guidance apply.

2.5.2 As stated in paragraph 1.5.1, public consultation was taken on the future of the build out areas. The results of this public consultation were reported to the North East Fife Area Committee on 26th April 2023 and the North East Fife Area Committee approved the retention of these build out areas. Therefore, these proposals carry endorsement from another Council Committee, albeit that it is for the North East Planning Committee to determine the acceptability or otherwise of the proposal in terms of its planning remit.

2.5.3 The concerns over the loss of public parking in this specific location and the other 4 locations throughout South Street are noted, however in this instance the loss of parking can be undertaken outwith the planning process under The Roads (Scotland) Act 1984. Therefore, the removal of public parking spaces can be undertaken outwith the planning process, as that in itself isn't development and could be actioned by the Roads Authority under their regulatory remit.

2.5.4 Concerns have been raised regarding the loss of parking spaces. Policy 13 NPF4 aims to encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably. Proposals which are ambitious in terms of low/no car parking will be supported, particularly in urban locations that are well-served by sustainable transport modes and where they do not create barriers to access by disabled people. In keeping with National Transport Strategy 2, Fife Council's sustainable travel hierarchy (Local Transport Strategy for Fife, 2023-33), places the needs of pedestrians and wheelers at the top, with the needs of private car users ranked behind cyclists, public transport, taxis and shared transport. SEStran's 'Regional Transport Strategy 2025-2025 Refresh' also emphasises the need to increase walking and cycling and reduce motorised travel. The application site is located within the St Andrews Town Centre boundary and is well served by sustainable transport modes, therefore the loss of parking spaces in this location are acceptable. The installation of the proposal is in keeping with aspirations of the

Council's Climate Strategy 'Climate Fife: Sustainable Energy and Climate Action Plan 2020-2030' since the proposal will provide areas of high-quality public realm, encouraging people to walk, rather than using a vehicle for short trips. Fife Council's Transportation Development Management (TDM) team were consulted and expressed no objections to the proposed development.

2.5.5 Concerns have been raised regarding the impact on road safety in terms of vehicle manoeuvring and servicing of the surrounding business. Given the town centre location, there are a number of retail/commercial/licenced premises within the vicinity where deliveries take place on the public road, it is considered that this would not be worse than the current situation in terms of road safety impacts.

2.5.6 Concerns have been raised regarding the need for more cycle racks. The provision of cycle racks is in keeping with the aspirations of NPF4 to promote sustainable travel. Also, in this location on South Street there are no cycle racks at present.

2.5.7 Concerns have been raised that this proposal would potentially affect delivery of elements (the commission of a town centre circulation plan) of the registered Local Place Plan for St Andrews. Local Place Plans registered through Fife Council will not be part of the 'development plan' as defined by the Planning Act but will feed into the preparation of Fife's Local Development Plan 2 which is at the early stages of preparation. The Local Place Plan is a material planning consideration in the assessment of planning applications but given the early stages of LDP2 and that the Development Plan remains the starting point for decision-making in the planning process, it is considered that the material weight given to the Local Place Plan at this stage is limited and this proposal is acceptable in terms of the relevant planning policies. The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

2.6 Archaeology

2.6.1 Policy 7 of NPF4 and Policies 1 and 14 of the LDP apply.

2.6.2 Fife Council's Archaeologist was consulted on this application and has no objection to this application. The public realm improvements proposed fall within the area designated in FIFEplan as St Andrews Archaeological Area of Regional Importance. FIFEplan Policy 14 states: The archaeological investigation of all buried sites and standing historic buildings within an Archaeological Area of Regional Importance will be required in advance of development unless good reason for an exemption can be shown. There is a good reason for an exemption in this case insofar as the installation of the pavement 'buildouts' will involve only shallow sub-surface disturbance on ground that has been deeply disturbed by modern road construction works.

2.6.3 The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

2.7 Trees

2.7.1 The relevant provisions of NPF4 policies 1 and 3 and FIFEplan Policies 1 and 13 apply. Making Fife's Places Supplementary Guidance (2018) also applies.

2.7.2 The applicant has provided a Tree Survey & Arboricultural Method Statement as part of this application. There is one tree within the application site, and this will not be removed. A tree protection plan has been submitted setting out the protection works that will be undertaken within the root protection area of this tree as part of this proposal. Fife Councils Tree Officer was consulted on this application and is supportive of the proposed tree protection plan.

2.7.3 The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

3.0 Consultation Summary

Archaeology Team, Planning Services	No objection
TDM, Planning Services	No objection
Community Council	Object
Trees, Planning Services	No objection

4.0 Representation Summary

4.1

20 objections and 2 general comments have been received.

4.2 Material Planning Considerations

4.2.1 Objection Comments:

Issue	Addressed in Paragraph
a. Impact on the Conservation Area	2.3.4
b. Compliance with St Andrews Design Guidance	2.3.4
c. Loss of Parking	2.5.1
d. Road Safety – Manoeuvring & Servicing	2.5.2
e. Cycle Rack	2.5.3
f. Procedural concerns	1.4.4
g. Survey results	1.5.1
h. Business uses	2.2.3

4.2.2 Support Comments

None

4.2.3 Other Concerns Expressed

Issue	Comment
a. Concerns regarding upkeep of existing pavements	Comments noted; however, this is not a material planning consideration in the

Issue	Comment
	assessment of this planning application.
b. Concerns regarding illegal parking	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
c. Concerns regarding timing of survey and methodology used.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
d. Concerns have been raised regarding lack of provision of bins.	Comments noted; however, given the town centre location there are bins located throughout this area.
e. Concerns regarding businesses storing rubbish on the street.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
f. Concerns have been raised regarding drainage.	Concerns noted; however, the application site is located within the existing adopted road corridor and have hard/ paved surfaces with drainage.
g. Concerns have been raised regarding access to adjacent businesses and access for pedestrians.	Concerns are noted. The proposed buildouts do not restrict access to any of the adjacent businesses and present no barriers to pedestrians or disabled people.
h. Concerns regarding abandoned bikes.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
i. Concerns regarding businesses no paying rates for the use of the space.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
j. Concerns have been raised by the public regarding potential antisocial behaviour area due to people congregating in the street.	These concerns are noted; however, these concerns are not a material planning consideration with regards this application. In any instance, it should also be noted that Fife Council's Public Protection team can

Issue

Comment

control noise and odours under their own legislative processes and through the use of appropriate enforcement measures if required and should any complaints be received. If any of the potential customers were to litter or cause damage/anti-social behaviour outwith the site then this would be considered a matter which could also be dealt with under separate legislation or by separate authorities, outwith the control of the planning system.

k. Concerns raised regarding the waste of public funds.

Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

l. Concerns regarding how previous applications were dealt with and how consultees responded.

Concerns noted. Each application is assessed and on its own merits with regards the relevant Development Plan policies and Material Planning considerations. Consultee comments help inform part of the overall assessment.

5.0 Conclusions

This full planning application for environmental improvements to the public realm is deemed acceptable in terms of in terms of design, detailing and choice of materials; and would protect and enhance the character and appearance of the conservation area as a whole. In light of the above, the proposal would be deemed to preserve the character of the surrounding St Andrews Conservation Area, and as such, comply with NPF4 and FIFEplan 2017 policies and other related guidance. The application is therefore recommended for conditional approval.

6.0 Recommendation

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

CONDITIONS:

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

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

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

Reason: In the interests of visual amenity and the protection of local ecology

7.0 Background Papers

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

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

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

[Planning Guidance](#)

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

PAN 82: Local Authority Interest Development

Development Plan:

NPF4 (2023)

FIFEplan Local Development Plan (2017)

Making Fife's Places Supplementary Guidance (2018)

Other Guidance:

Fife Council Planning Customer Guidelines - Trees and Development (2016)

St Andrews Conservation Area and Management Plan (2013)

St Andrews Design Guidelines (2007)

St Andrews Local Place Plan (May 2024)

Public Sector Equality Duty

Report prepared by Scott McInroy, Chartered Planner Development Management
Report reviewed and agreed by Alastair Hamilton, Service Manager (Committee Lead) 4/3/25.

Committee Date: 12/03/2025

Agenda Item No. 7

Application for Full Planning Permission

Ref: 24/01950/FULL

Site Address: 183 South Street St Andrews Fife

Proposal: Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks

Applicant: Fife Council, Fife House North Street

Date Registered: 6 August 2024

Case Officer: Scott McInroy

Wards Affected: W5R18: St. Andrews

Reasons for Referral to Committee

This application requires to be considered by the Committee because the application is for a Major Development in terms of the Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009

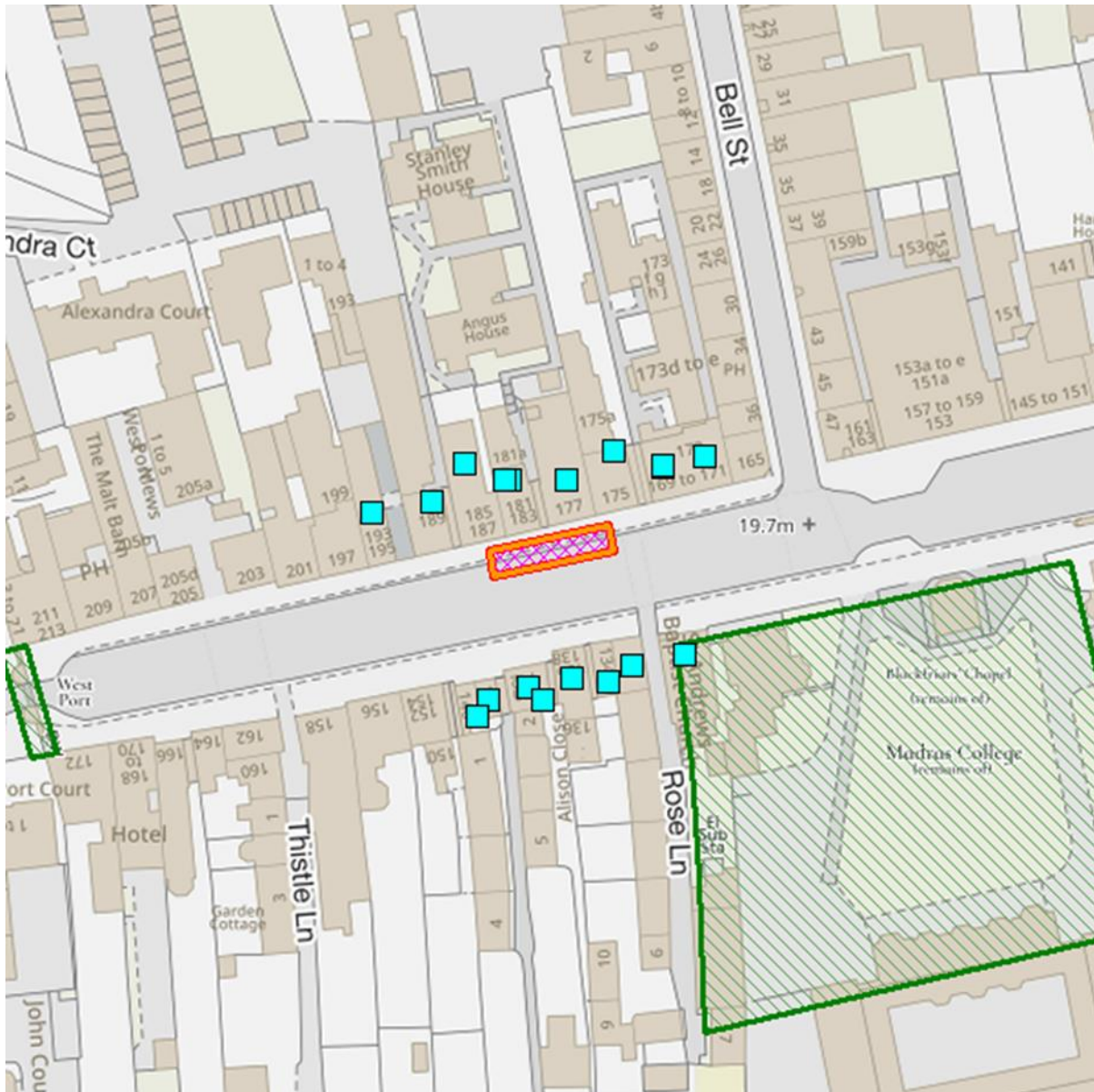
Summary Recommendation

The application is recommended for: Conditional Approval

1.0 Background

1.1 The Site

1.1.1 LOCATION PLAN



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1.1.2 This application relates to the existing temporary build out in front of 177-183 South Street (north side of South Street), an adopted road within the St Andrews settlement boundary, town centre boundary and the Central St Andrews Conservation Area as per the adopted FIFEplan (2017). The application site itself is 23m in length, 6.3m in width and has an area of 145sqm. There are Category C listed buildings located directly adjacent (4m away) to the buildout with the Blackfriars Chapel scheduled ancient monument located just over 40m to south east on the opposite side of South Street. The application site was previously 6 parking spaces.

1.2 The Proposed Development

1.2.1 Planning permission is sought for the environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks. This application is to replace the existing temporary buildouts with permanent measures. At present the existing temporary buildouts mainly comprise timber edging that is bolted to the underlying carriageway; bituminous surfacing, approximately 50mm-100mm deep and removable timber planters. The proposed buildout area itself would be 13.5m in length and 5m wide (smaller than the existing temporary buildout). The proposed permanent buildout would be finished in Caithness stone slabs and whin stone kerbs,

similar to those already installed in South Street and Market Street. A cycle rack is also proposed, to match other cycle parking racks, with an approximate width of 0.9m, and spacing approximately of 0.9m, along with a heritage style timber seat with black metal supports. The existing temporary buildout included the loss of 6 parking spaces; however, the proposed layout would only involve the loss of 4 parking spaces, with a new disabled space being provided here.

1.3 Relevant Planning History

1.3.1 The previous planning history for this site is as follow:

- 21/01117/LBC - Listed Building Consent for internal alterations, re-painting shopfront windows and entrance door and installation of new signage – approved 24.06.2021.

- 21/01326/ADV - Display of 1no non illuminated fascia sign and 1no non illuminated projecting sign – approved 23.06.2021.

- 21/01328/FULL - Re-painting shopfront windows and entrance door – approved 09.07.2021.

1.4 Application Procedures

1.4.1 Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017). Under Sections 59(1) and 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should pay special attention to the desirability of preserving or enhancing the character or appearance of the relevant designated area.

1.4.2 National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan. The SESplan and TAYplan Strategic Development Plans and any supplementary guidance issued in connection with them cease to have effect and no longer form part of the Development Plan. In the context of the material considerations relevant to this application there are no areas of conflict between the overarching policy provisions of the now adopted NPF4 and the adopted FIFEplan LDP 2017.

1.4.3 Under The Town and Country Planning (Notification of Applications) (Scotland) Direction 2009 (as per the advice contained within Circular 3/2009) and advice within PAN 82:Local Authority Interest Developments, that where Fife Council has an interest in an application as applicant or landowner or where the Council has a financial interest in the proposed development, the Scottish Ministers must be notified of the application before planning permission is granted but only where the development is considered to be significantly contrary to the Development Plan. Such a procedure allows Ministers to consider whether any possible conflicts of interest may have unduly influenced the planning authority or have made it difficult for the authority to retain an impartial view of the merits of the proposed development. The

Direction also advises that planning authorities are not required to inform objectors of their intention to grant planning permission or advise them of their reasons for doing so, nor does it require an authority to invite further comment prior to notifying Ministers. The Planning Authority has considered the provisions of PAN 82 and in particular paragraph 7 and the Public Sector Equality Duty in the assessment of this application. In this instance the proposed development is not considered to be significantly contrary to the Development Plan and therefore, if approved or refused, the application should not be referred to Scottish Ministers but can be determined by the Council and the decision notice issued.

1.4.4 Concerns have been raised land ownership certificates submitted as part of this application. The relevant land ownership certificate has been submitted as part of this application and relevant advertisement and site notices were posted.

1.4.5 The most recent site visit was undertaken on 27/01/2025.

1.5 Background

1.5.1 During 2021, to help people comply with the Scottish Government's social distancing requirements associated with Covid-19, Fife Council extended the footway width at five locations on South Street. The buildouts were not of a permanent nature and used materials which could be removed when required. Hospitality premises adjacent to the buildouts were able to use these areas for their customers, without the need to obtain planning consent, due to the Scottish Government's special guidance during this period.

1.5.2 With the aim of boosting hospitality and town centre recovery, after the end of the special guidance, the Scottish Government amended the permitted development rights for the hospitality sector (April 2023). The change permitted hospitality premises to place furniture adjacent to their premises, for the purposes of selling or serving food or drink from their premises, without the need to apply for planning consent.

1.5.3 In January 2023, public consultation was undertaken on the future of these buildout areas. Concerns have been raised regarding the results of the survey, with the views of the public not being taken into account. The results of the survey were that 46% of respondents were in favour of retaining the additional pedestrian spaces, versus 42% that wanted these spaces removed. Additionally, 12% were in favour of keeping some of the implemented zones.

The results were reported to the North East Fife Area Committee on 26th April 2023 and retention of footway extensions was approved, with Roads & Transportation Service being instructed to advance design work to make these spaces permanent.

1.6 Relevant Policies

National Planning Framework 4 (2023)

Policy 6: Forestry, woodland and trees

To protect and expand forests, woodland and trees.

Policy 7: Historic assets and places

NPF4 Policy 7 stipulates development proposals in conservation areas will ensure that existing natural and built features which contribute to the character of the conservation area and its setting, including structures, boundary walls, railings, trees and hedges, are retained and mitigated.

Policy 13: Sustainable transport

NPF4 Policy 13 states that development proposals will be supported where it can be demonstrated that the transport requirements generated have been considered in line with the sustainable travel and where appropriate they will be accessible by public transport.

Policy 14: Design, quality and place

NPF4 Policy 14 states development proposals should be designed to improve the quality of an area whether in urban or rural locations and regardless of scale. NPF Policy 14 also stipulates development proposals will be supported where they are consistent with the six qualities of successful places: healthy, pleasant, connected, distinctive, sustainable, and adaptable.

Policy 15: Local Living and 20 minutes neighbourhoods

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

Adopted FIFEplan (2017)

Policy 1: Development Principles

FIFEplan Policy 1 Development Principles states that development proposals will be supported if they conform to relevant Development Plan policies and proposals and address their individual and cumulative impacts. The principle of development will be supported if the site is either within a defined settlement boundary and compliant with the policies for the location or in a location where the proposed use is supported by the Local Development Plan.

Policy 3: Infrastructure and Services

FIFEplan Policy 3 states where necessary and appropriate as a direct consequence of the development or as a consequence of cumulative impact of development in the area, development proposals must incorporate measures to ensure that they will be served by adequate infrastructure and services. Such infrastructure and services may include local transport and safe access routes which link with existing networks, including for walking and cycling, utilising the guidance in Making Fife's Places Supplementary Guidance.

Policy 10: Amenity

FIFEplan Policy 10 Amenity states that development will only be supported if it does not have a significant detrimental impact on the amenity of existing or proposed land uses. Development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to air quality, contaminated and unstable land, noise/light/odour pollution, traffic movements, privacy, loss of sunlight/daylight, visual appeal of surrounding area or the operation of existing or proposed businesses. Policy 10 also states development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to traffic movements.

Policy 13: Natural Environment and Access

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

Policy 14: Built and Historic Environment

FIFEplan Policy 14 Built and Historic Environment states that development which protects or enhances buildings or other built heritage of special architectural or historic interest will be supported. Proposals will not be supported where it is considered they will harm or damage listed buildings or their setting, including structures or features of special architectural or historic interest and sites recorded in the Inventory Historic Gardens and Designed Landscapes. For all historic buildings and archaeological sites, whether statutorily protected or not, support will only be given if, allowing for any possible mitigating works, there is no adverse impact on the special architectural or historic interest of the building or character or appearance of the conservation area.

National Guidance and Legislation

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

PAN 82: Local Authority Interest Development

Supplementary Guidance

Making Fife's Places Supplementary Planning Guidance (2018)

This document sets out Fife Council's expectations for the design of development in Fife. It explains the role of good design in creating successful places where people will want to live work and play through an integrated approach to buildings, spaces and movement.

Planning Policy Guidance

St Andrews Design Guidelines (2011)

This sets out a number of principles to ensure appropriate design and materials are incorporated into new development. The guidance advises that buildings should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate.

Planning Customer Guidelines

Fife Council Planning Customer Guidelines: Trees and Development (2016)

Other Relevant Guidance

Fife Council's St Andrews Conservation Area Appraisal and Management Plan (2010)

This provides a detailed conservation review of the town's Conservation Area boundaries. Further to this, it also aims to highlight the key townscape, architecture and historic issues considered to be important to the character of the town as a whole. The document also identifies important conservation issues and provides a framework for the conservation area's future management. The general advice, guidance, and management considerations referred to are relevant to all new development opportunities within the Conservation Area itself and mirror the advice contained within the HES Historic Environment Policy for Scotland (May 2019).

St Andrews Local Place Plan (May 2024)

The Public Sector Equality Duty

2.0 Assessment

2.1 Relevant Matters

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

- Principle of Development
- Design/Visual Impact on Conservation Area and Setting of Listed Building
- Residential Amenity
- Road Safety
- Archaeology
- Trees

2.2 Principle of Development

2.2.1 Policy 15 of NPF4, Policy 1 of the Adopted FIFEplan – Fife Local Development Plan (2017); the LDP apply.

2.2.2 In simple land use grounds, the principle of the external alterations including repaving works. door clearly meets the requirements of the Development Plan and national guidance by virtue of the site being designated within the settlement boundary of St Andrews. Notwithstanding this, the overall acceptability of the application is subject to the development satisfying other policy criteria such as residential amenity, visual impact and other matters all of which are considered in detail below.

2.2.3 Concerns have been raised regarding the use of pavement areas by adjacent businesses. Although this does not form part of this application, Class 9L of the Town and Country Planning (General Permitted Development) (Scotland) Amendment Order 2023 allows this use.

2.2.4 It is therefore considered that the proposal does comply with the provisions of the Adopted FIFEplan (2017) policy 1, part a criterion 1.

2.3 Design and Layout / Visual Impact on the Conservation Area and Setting Listed Buildings

2.3.1 The relevant provisions of NPF4 policies 7 and 14 and FIFEplan Policies 1, 10 and 14 apply. Making Fife's Places Supplementary Guidance (2018), St Andrews Conservation Area Appraisal and Management Plan (2010), St Andrews design Guidelines (2011), Historic Environment Scotland Policy Statement (2019), and Historic Environment Scotland Managing Change series are also relevant here.

2.3.2 The St Andrews Design Guidelines (2011) sets out appropriate principles to guide public and private works in St Andrews central conservation area and the townscape on its main approaches. This document aims to ensure an appropriate approach to conservation, repair, adaptation, improvement and renewal of historic buildings and streetscape; restoring original materials and details where practicable. The guidance advises that development should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate. Key principles related to the proposed development include:

- Guideline 16 – Protect axial vistas from encroachment by buildings, street furniture, parking, signage and inappropriate planting, especially trees.
- Guideline 26 - Conserve the surviving traditional natural surfacing stones and details unless there are absolutely compelling functional reasons for change / replacement.
- Guideline 27 - Lay new footpath and carriageway surfacing according to the hierarchy of materials and elements set out in Figures 49 & 50 and relating to adjacent building frontages.
- Guideline 28 - Use simple unobtrusive contemporary detail design solutions to meet requirements for drop kerbs, tactile surfaces etc.
- Guideline 29 - Restrict the use of modern concrete surfacing materials to areas beyond the public realm of the historic streets.
- Guideline 38- Select street furniture of good functional design and longevity and low long-term maintenance, which is appropriate to its setting and part of a consistent range throughout the town centre, based on the criteria set out in the table in Figure 69.
- Guideline 41 - Install street furniture in carefully considered locations to avoid visual clutter, litter collection, and detracting from the setting of listed buildings or key frontages, and to provide a clear movement zone 2 metres wide wherever possible.
- Guideline 55 – Agree new works in the area occupied by the Lammas Fair in discussion with Transportation and Community Services.
- Guideline 58 – Introduce seasonal planters with bedding plants to enhance the visual amenity of pavement areas and define activity space. They should be consistent unobtrusive design and colour, easily maintained, and removable in winter. Their siting should be consistent with the principles of locating street furniture.

The guidance states that street surfaces are important as the foreground for the historic buildings, and as the continuous link giving cohesion to the townscape as a whole. Within the historic core, repairs and new work - to adopted carriageways, pavements, and areas visible from the public realm - should continue the restoration or reintroduction of traditional materials and details wherever possible. Figure 49 provides a table setting out a hierarchy of paving materials and elements appropriate to the character and importance of the location within the historic core.

2.3.3 Figure 49 of the Design Guidelines states that for the pavement on main streets/key frontages/civic spaces Caithness slabs and whinstone kerbs are acceptable. Paragraph 4.32 of the Design Guidelines states that new seating should continue the theme of timber slats with natural finish; as a traditional timber bench or set on a cast metal frame (preferably aluminium - painted within the historic core) of classic design.

2.3.4 Concerns have been raised regarding the impact on the character of the conservation area and adjacent listed buildings and compliance with the St Andrews Design Guidance. Paragraph 1.1.2 states the distance the application site is away from the adjacent listed buildings. The proposal includes removing the temporary bituminous surfacing and replacing this with Caithness slabbed footway, whin stone kerbs, cycle rack and traditional seat (timber with metal frame). The location of the street furniture will still allow clear movement zone for pedestrians. The materials proposed for the surfacing and street furniture are compliant with the St Andrews Design Guidance as set out in paragraph 2.3.3 and would match the existing pavement on South Street. The proposed works would provide a visual improvement to what is there at present, and the footway and proposed street furniture would be finished in a similar way to other areas in the St Andrews Public Realm. It is considered that the proposal would improve the visual amenity of the area and have a positive contribution to the conservation area and not impact on the adjacent listed buildings and comply with the St Andrews Design Guidelines.

2.4 Residential Amenity

2.4.1 The relevant provisions of NPF4 policy 14 and FIFEplan Policies 1 and 10 apply.

2.4.2 The application site relates to the existing temporary build out in front of 201 South Street (north side of South Street). The proposal includes removing the bituminous surfacing and replacing this with Caithness slabbed footway with whin stone kerbs and cycle rack and traditional seat. The proposed changes will not impact on the residential amenity of the surrounding area.

2.4.3 In this instance, it is considered that the proposed works do comply with policy 10 criterion 3 in that the development would not have a significant detrimental impact on the residential amenity of the surrounding area (access or noise whilst works are carried out) and therefore does comply with the adopted FIFEplan (2017).

2.5 Road Safety

2.5.1 Policies 13, 14, and 15 of NPF4, Policies 1 and 3 of the LDP, Making Fife's Places Supplementary Guidance apply.

2.5.2 As stated in paragraph 1.5.1, public consultation was taken on the future of the build out areas. The results of this public consultation were reported to the North East Fife Area Committee on 26th April 2023 and the North East Fife Area Committee approved the retention of

these build out areas. Therefore, these proposals carry endorsement from another Council Committee, albeit that it is for the North East Planning Committee to determine the acceptability or otherwise of the proposal in terms of its planning remit.

2.5.3 The concerns over the loss of public parking in this specific location and the other 4 locations throughout South Street are noted, however in this instance the loss of parking can be undertaken outwith the planning process under The Roads (Scotland) Act 1984. Therefore, the removal of public parking spaces can be undertaken outwith the planning process, as that in itself isn't development and could be actioned by the Roads Authority under their regulatory remit.

2.5.4 Concerns have been raised regarding the loss of parking spaces. Policy 13 NPF4 aims to encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably. Proposals which are ambitious in terms of low/no car parking will be supported, particularly in urban locations that are well-served by sustainable transport modes and where they do not create barriers to access by disabled people. In keeping with National Transport Strategy 2, Fife Council's sustainable travel hierarchy (Local Transport Strategy for Fife, 2023-33), places the needs of pedestrians and wheelers at the top, with the needs of private car users ranked behind cyclists, public transport, taxis and shared transport. SEStran's 'Regional Transport Strategy 2025-2025 Refresh' also emphasises the need to increase walking and cycling and reduce motorised travel. The application site is located within the St Andrews Town Centre boundary and is well served by sustainable transport modes, therefore the loss of parking spaces in this location are acceptable. The installation of the proposal is in keeping with aspirations of the Council's Climate Strategy 'Climate Fife: Sustainable Energy and Climate Action Plan 2020-2030' since the proposal will provide areas of high-quality public realm, encouraging people to walk, rather than using a vehicle for short trips. Fife Council's Transportation Development Management (TDM) team were consulted and expressed no objections to the proposed development.

2.5.5 Concerns have been raised regarding the impact on road safety in terms of vehicle manoeuvring and servicing of the surrounding business. Given the town centre location, there are a number of retail/commercial/licenced premises within the vicinity where deliveries take place on the public road, it is considered that this would not be worse than the current situation in terms of road safety impacts.

2.5.6 Concerns have been raised regarding the need for more cycle racks. The provision of cycle racks is in keeping with the aspirations of NPF4 to promote sustainable travel. Also, in this location on South Street there are no cycle racks at present.

2.5.7 Concerns have been raised that this proposal would potentially affect delivery of elements (the commission of a town centre circulation plan) of the registered Local Place Plan for St Andrews. Local Place Plans registered through Fife Council will not be part of the 'development plan' as defined by the Planning Act but will feed into the preparation of Fife's Local Development Plan 2 which is at the early stages of preparation. The Local Place Plan is a material planning consideration in the assessment of planning applications but given the early stages of LDP2 and that the Development Plan remains the starting point for decision-making in the planning process, it is considered that the material weight given to the Local Place Plan at this stage is limited and this proposal is acceptable in terms of the relevant planning policies.

2.5.8 The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

2.6 Archaeology

2.6.1 Policy 7 of NPF4 and Policies 1 and 14 of the LDP apply.

2.6.2 Fife Councils Archaeologist was consulted on this application and has no objection to this application. The public realm improvements proposed fall within the area designated in FIFEplan as St Andrews Archaeological Area of Regional Importance. FIFEplan Policy 14 states: The archaeological investigation of all buried sites and standing historic buildings within an Archaeological Area of Regional Importance will be required in advance of development unless good reason for an exemption can be shown. There is a good reason for an exemption in this case insofar as the installation of the pavement 'buildouts' will involve only shallow sub-surface disturbance on ground that has been deeply disturbed by modern road construction works.

2.6.3 The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

2.7 Trees

2.7.1 The relevant provisions of NPF4 policies 1 and 3 and FIFEplan Policies 1 and 13 apply. Making Fife's Places Supplementary Guidance (2018) also applies.

2.7.2 The applicant has provided a Tree Survey & Arboricultural Method Statement as part of this application. There is one tree within the application site, and this will not be removed. A tree protection plan has been submitted setting out the protection works that will be undertaken within the root protection area of this tree as part of this proposal. Fife Councils Tree Officer was consulted on this application and is supportive of the proposed tree protection plan.

2.7.3 The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

3.0 Consultation Summary

TDM, Planning Services	No objection
Archaeology Team, Planning Services	No objection
Trees, Planning Services	No objection
Community Council	Object

4.0 Representation Summary

4.1

20 objections and 2 general comments have been received.

4.2 Material Planning Considerations

4.2.1 Objection Comments:

Issue	Addressed in Paragraph
a. Impact on the Conservation Area	2.3.4
b. Compliance with St Andrews Design Guidance	2.3.4
c. Loss of Parking	2.5.1
d. Road Safety – Manoeuvring & Servicing	2.5.2
e. Cycle Rack	2.5.3
f. Procedural concerns	1.4.4
g. Survey results	1.5.1
h. Business uses	2.2.3

4.2.2 Support Comments

None

4.2.3 Other Concerns Expressed

Issue	Comment
a. Concerns regarding upkeep of existing pavements	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
b. Concerns regarding illegal parking	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
c. Concerns regarding timing of survey and methodology used.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
d. Concerns have been raised regarding lack of provision of bins.	Comments noted; however, given the town centre location there are bins located throughout this area.
e. Concerns regarding businesses storing rubbish on the street.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
f. Concerns have been raised regarding drainage.	Concerns noted; however, the application site is located within the existing adopted road corridor and have hard/ paved surfaces with drainage. Concerns are noted. The proposed buildouts do not restrict access to any

Issue

g. Concerns have been raised regarding access to adjacent businesses and access for pedestrians.

h. Concerns regarding abandoned bikes.

i. Concerns regarding businesses not paying rates for the use of the space.

j. Concerns have been raised by the public regarding potential antisocial behaviour area due to people congregating in the street.

k. Concerns raised regarding the waste of public funds.

l. Concerns regarding how previous applications were dealt with and how consultees responded.

Comment

of the adjacent businesses and present no barriers to pedestrians or disabled people.

Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

These concerns are noted; however, these concerns are not a material planning consideration with regards this application. In any instance, it should also be noted that Fife Council's Public Protection team can control noise and odours under their own legislative processes and through the use of appropriate enforcement measures if required and should any complaints be received. If any of the potential customers were to litter or cause damage/anti-social behaviour outwith the site then this would be considered a matter which could also be dealt with under separate legislation or by separate authorities, outwith the control of the planning system.

Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

Concerns noted. Each application is assessed and on its own merits with regards the relevant Development Plan policies and Material Planning considerations. Consultee comments help inform part of the overall assessment.

5.0 Conclusions

This full planning application for environmental improvements to the public realm is deemed acceptable in terms of in terms of design, detailing and choice of materials; and would protect and enhance the character and appearance of the conservation area as a whole. In light of the above, the proposal would be deemed to preserve the character of the surrounding St Andrews Conservation Area, and as such, comply with NPF4 and FIFEplan 2017 policies and other related guidance. The application is therefore recommended for conditional approval.

6.0 Recommendation

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

CONDITIONS:

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

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

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

Reason: In the interests of visual amenity and the protection of local ecology

7.0 Background Papers

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

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

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

[Planning Guidance](#)

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

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Other Guidance:

Fife Council Planning Customer Guidelines - Trees and Development (2016)

St Andrews Conservation Area and Management Plan (2013)

St Andrews Design Guidelines (2007)

St Andrews Local Place Plan (2024)

Public Sector Equality Duty

Report prepared by Scott McInroy, Chartered Planner Development Management

Report reviewed and agreed by Alastair Hamilton, Service Manager (Committee Lead) 4/3/25.

Committee Date: 12/03/2025

Agenda Item No. 8

Application for Full Planning Permission

Ref: 24/02026/FULL

Site Address: 29 – 43 and 34 - 40 South Street St Andrews

Proposal: Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks

Applicant: Fife Council, Fife House North Street

Date Registered: 8 August 2024

Case Officer: Scott McInroy

Wards Affected: W5R18: St. Andrews

Reasons for Referral to Committee

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

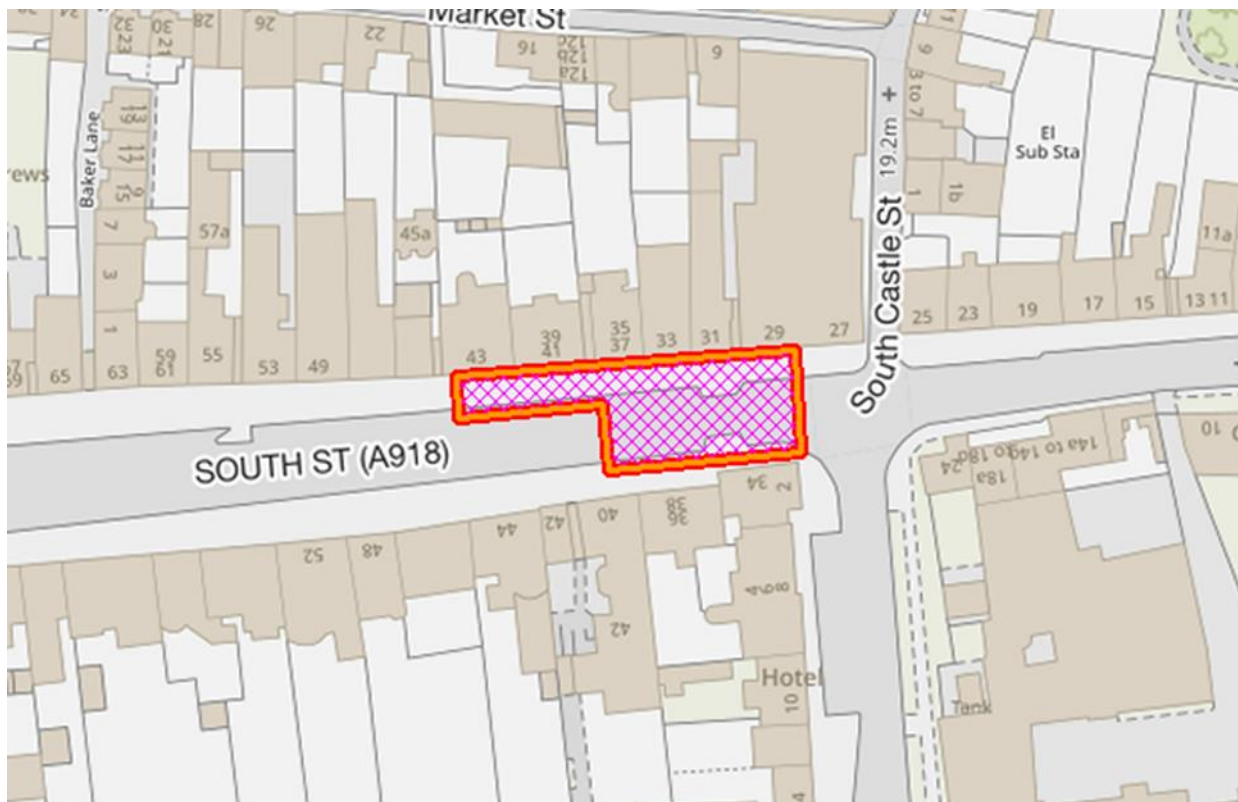
Summary Recommendation

The application is recommended for: Conditional Approval

1.0 Background

1.1 The Site

1.1.1 LOCATION PLAN



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1.1.2 This application relates to the existing temporary build out on the north side of south Street from numbers 29 – 43 and on the south side of South Street from numbers 34 – 40. The site itself is an adopted road within the St Andrews settlement boundary, town centre boundary and the Central St Andrews Conservation Area as per the adopted FIFEplan (2017). The application site itself is 50m in length on the north side and 30m in width on the south side, 15m in width on the eastern side and the western arm on the north side being 5m in width then expanding to 15m in width. The application site has an area of 550 sqm. There are Category C listed buildings directly adjacent (5m away) to the buildout on the north side of South Street, with a Category B listed building 9.5m to north west, while on the south side of South Street there are Category B listed buildings opposite (5m away), with a Category A listed building located on the 17m to the west of the site boundary. The application site was previously 5 parking spaces.

1.2 The Proposed Development

1.2.1 Planning permission is sought for the environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks. This application is to replace the existing temporary buildouts with permanent measures. At present the existing temporary buildouts mainly comprise timber edging that is bolted to the underlying carriageway; bituminous surfacing, approximately 50mm-100mm deep and removable timber planters. The proposed buildout area itself would be smaller than what is there at present. On the north side of South Street, the build out would be in two sections either side of a proposed zebra crossing. To the west of the proposed zebra crossing the buildout area would be 7.9m in length and 2.8m in width with a disabled parking space proposed adjacent to the west (where the existing temporary buildout extends to). To the eastern side of the proposed zebra crossing and smaller triangular buildout area is proposed. On the south side of South Street, the build out would also be in two sections either side of a proposed zebra crossing. To the west of the proposed zebra crossing the buildout area would be 3.4m in length and 3.1m in width with a disabled parking space

proposed adjacent to the west. To the eastern side of the proposed zebra crossing and smaller triangular buildout area is proposed. The proposed permanent buildout would be finished in Caithness stone slabs and whin stone kerbs, similar to those already installed in South Street and Market Street. A cycle rack is also proposed, to match other cycle parking racks, with an approximate width of 0.9m, and spacing approximately of 0.9m, along with a heritage style timber bench with black metal supports on the south side of south street with a heritage style timber bench also proposed to the north.

1.3 Relevant Planning History

- 04/03580/EFULL - Environmental improvements to South Street, including new street lights, new paving, alteration to pavements, parking layout and ancillary street furniture, and felling and replanting trees - Refused - 20/01/05
- 07/02857/EFULL - Replacement of street lighting columns and replacement of underground cable network at South Street, Bell Street and Church Street, St Andrews - Approved - 10/01/08
- 08/00008/EFULL - Installation of street furniture (cycle racks, benches and information boards) - Approved - 12/11/08
- 11/04155/FULL - Installation of parking ticket machine - Approved - 30/11/11
- 11/04157/FULL - Installation of parking ticket machine - Approved - 28/11/11
- 11/04166/FULL - Installation of parking ticket machine - Approved - 30/11/11
- 11/05904/FULL - Installation of replacement street lighting - Approved - 26/01/12
- 20/02277/COVR - Relaxation of planning permission to allow for covered external seating area - Refused - 18/11/20
- 20/03085/COVR - Relaxation of planning permission to allow for covered external seating area - Approved - 15/12/20
- 21/00083/FULL - Erection of temporary free standing external seating pods (Annually from October- May 2023) - Approved- 09/03/21
- 22/01475/FULL - Siting of seating pods including canopy. - Approved - 16/09/22

1.4 Application Procedures

1.4.1 Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017). Under Section 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should pay special attention to the desirability of preserving or enhancing the character or appearance of the relevant designated area.

1.4.2 National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan. The SESplan and TAYplan Strategic Development Plans and any supplementary guidance issued in connection with them cease to have effect and no longer form part of the Development Plan. In the context of the material considerations relevant to this

application there are no areas of conflict between the overarching policy provisions of the now adopted NPF4 and the adopted FIFEplan LDP 2017.

1.4.3 Under The Town and Country Planning (Notification of Applications) (Scotland) Direction 2009 (as per the advice contained within Circular 3/2009) and advice within PAN 82:Local Authority Interest Developments, that where Fife Council has an interest in an application as applicant or landowner or where the Council has a financial interest in the proposed development, the Scottish Ministers must be notified of the application before planning permission is granted but only where the development is considered to be significantly contrary to the Development Plan. Such a procedure allows Ministers to consider whether any possible conflicts of interest may have unduly influenced the planning authority or have made it difficult for the authority to retain an impartial view of the merits of the proposed development. The Direction also advises that planning authorities are not required to inform objectors of their intention to grant planning permission or advise them of their reasons for doing so, nor does it require an authority to invite further comment prior to notifying Ministers. The Planning Authority has considered the provisions of PAN 82 and in particular paragraph 7 and the Public Sector Equality Duty in the assessment of this application. In this instance the proposed development is not considered to be significantly contrary to the Development Plan and therefore, if approved or refused, the application should not be referred to Scottish Ministers but can be determined by the Council and the decision notice issued.

1.4.4 Concerns have been raised land ownership certificates submitted as part of this application. The relevant land ownership certificate have been submitted as part of this application and relevant advertisement and site notices were posted.

1.4.5 The most recent site visit was undertaken on 27/01/2025.

1.5 Background

1.5.1 During 2021, to help people comply with the Scottish Government's social distancing requirements associated with Covid-19, Fife Council extended the footway width at five locations on South Street. The buildouts were not of a permanent nature and used materials which could be removed when required. Hospitality premises adjacent to the buildouts were able to use these areas for their customers, without the need to obtain planning consent, due to the Scottish Government's special guidance during this period.

With the aim of boosting hospitality and town centre recovery, after the end of the special guidance, the Scottish Government amended the permitted development rights for the hospitality sector (April 2023). The change permitted hospitality premises to place furniture adjacent to their premises, for the purposes of selling or serving food or drink from their premises, without the need to apply for planning consent.

In January 2023, public consultation was undertaken on the future of these buildout areas. Concerns have been raised regarding the results of the survey, with the views of the public not being taken into account. The results of the survey were that 46% of respondents were in favour of retaining the additional pedestrian spaces, versus 42% that wanted these spaces removed. Additionally, 12% were in favour of keeping some of the implemented zones.

The results were reported to the North East Fife Area Committee on 26th April 2023 and retention of footway extensions was approved, with Roads & Transportation Service being instructed to advance design work to make these spaces permanent.

1.6 Relevant Policies

National Planning Framework 4 (2023)

Policy 6: Forestry, woodland and trees

To protect and expand forests, woodland and trees.

Policy 7: Historic assets and places

NPF4 Policy 7 stipulates development proposals in conservation areas will ensure that existing natural and built features which contribute to the character of the conservation area and its setting, including structures, boundary walls, railings, trees and hedges, are retained and mitigated.

Policy 13: Sustainable transport

NPF4 Policy 13 states that development proposals will be supported where it can be demonstrated that the transport requirements generated have been considered in line with the sustainable travel and where appropriate they will be accessible by public transport.

Policy 14: Design, quality and place

NPF4 Policy 14 states development proposals should be designed to improve the quality of an area whether in urban or rural locations and regardless of scale. NPF Policy 14 also stipulates development proposals will be supported where they are consistent with the six qualities of successful places: healthy, pleasant, connected, distinctive, sustainable, and adaptable.

Policy 15: Local Living and 20 minutes neighbourhoods

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

Adopted FIFEplan (2017)

Policy 1: Development Principles

FIFEplan Policy 1 Development Principles states that development proposals will be supported if they conform to relevant Development Plan policies and proposals and address their individual and cumulative impacts. The principle of development will be supported if the site is either within a defined settlement boundary and compliant with the policies for the location or in a location where the proposed use is supported by the Local Development Plan.

Policy 3: Infrastructure and Services

FIFEplan Policy 3 states where necessary and appropriate as a direct consequence of the development or as a consequence of cumulative impact of development in the area, development proposals must incorporate measures to ensure that they will be served by adequate infrastructure and services. Such infrastructure and services may include local transport and safe access routes which link with existing networks, including for walking and cycling, utilising the guidance in Making Fife's Places Supplementary Guidance.

Policy 10: Amenity

FIFEplan Policy 10 Amenity states that development will only be supported if it does not have a significant detrimental impact on the amenity of existing or proposed land uses. Development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to air quality, contaminated and unstable land, noise/light/odour pollution, traffic movements, privacy, loss of sunlight/daylight, visual appeal of surrounding area or the operation of existing or proposed businesses. Policy 10 also states development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to traffic movements.

Policy 13: Natural Environment and Access

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

Policy 14: Built and Historic Environment

FIFEplan Policy 14 Built and Historic Environment states that development which protects or enhances buildings or other built heritage of special architectural or historic interest will be supported. Proposals will not be supported where it is considered they will harm or damage listed buildings or their setting, including structures or features of special architectural or historic interest and sites recorded in the Inventory Historic Gardens and Designed Landscapes. For all historic buildings and archaeological sites, whether statutorily protected or not, support will only be given if, allowing for any possible mitigating works, there is no adverse impact on the special architectural or historic interest of the building or character or appearance of the conservation area.

National Guidance and Legislation

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

PAN 82: Local Authority Interest Development

Supplementary Guidance

Making Fife's Places Supplementary Planning Guidance (2018)

This document sets out Fife Council's expectations for the design of development in Fife. It explains the role of good design in creating successful places where people will want to live work and play through an integrated approach to buildings, spaces and movement.

Planning Policy Guidance

St Andrews Design Guidelines (2011)

This sets out a number of principles to ensure appropriate design and materials are incorporated into new development. The guidance advises that buildings should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate.

Planning Customer Guidelines

Fife Council Planning Customer Guidelines: Trees and Development (2016)

Other Relevant Guidance

Fife Council's St Andrews Conservation Area Appraisal and Management Plan (2010)

This provides a detailed conservation review of the town's Conservation Area boundaries. Further to this, it also aims to highlight the key townscape, architecture and historic issues considered to be important to the character of the town as a whole. The document also identifies important conservation issues and provides a framework for the conservation area's future management. The general advice, guidance, and management considerations referred to are relevant to all new development opportunities within the Conservation Area itself and mirror the advice contained within the HES Historic Environment Policy for Scotland (May 2019).

St Andrews Local Place Plan (May 2024)

The Public Sector Equality Duty

2.0 Assessment

2.1 Relevant Matters

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

- Principle of Development
- Design/Visual Impact on Conservation Area and Setting of Listed Building
- Residential Amenity
- Road Safety
- Archaeology
- Trees

2.2 Principle of Development

2.2.1 Policy 15 of NPF4, Policy 1 of the Adopted FIFEplan – Fife Local Development Plan (2017); the LDP apply.

2.2.2 In simple land use grounds, the principle of the external alterations including repaving works. door clearly meets the requirements of the Development Plan and national guidance by virtue of the site being designated within the settlement boundary of St Andrews. Notwithstanding this, the overall acceptability of the application is subject to the development satisfying other policy criteria such as residential amenity, visual impact and other matters all of which are considered in detail below.

2.2.3 Concerns have been raised regarding the use of pavement areas by adjacent businesses, whilst a supporting comment has been received regarding the extra space for pedestrians. Although this does not form part of this application, Class 9L of the Town and Country Planning (General Permitted Development) (Scotland) Amendment Order 2023 allows the use of the pavement area by adjacent businesses.

2.2.4 It is therefore considered that the proposal does comply with the provisions of the Adopted FIFEplan (2017) policy 1, part a criterion 1.

2.3 Design and Layout / Visual Impact on the Conservation Area and Setting Listed Buildings

2.3.1 The relevant provisions of NPF4 polices 7 and 14 and FIFEplan Policies 1, 10 and 14 apply. Making Fife's Places Supplementary Guidance (2018), St Andrews Conservation Area Appraisal and Management Plan (2010), St Andrews design Guidelines (2011), Historic Environment Scotland Policy Statement (2019), and Historic Environment Scotland Managing Change series are also relevant here.

2.3.2 The St Andrews Design Guidelines (2011) sets out appropriate principles to guide public and private works in St Andrews central conservation area and the townscape on its main approaches. This document aims to ensure an appropriate approach to conservation, repair, adaptation, improvement and renewal of historic buildings and streetscape; restoring original materials and details where practicable. The guidance advises that development should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate. Key principles related to the proposed development include:

- Guideline 16 – Protect axial vistas from encroachment by buildings, street furniture, parking, signage and inappropriate planting, especially trees.
- Guideline 26 - Conserve the surviving traditional natural surfacing stones and details unless there are absolutely compelling functional reasons for change / replacement.
- Guideline 27 - Lay new footpath and carriageway surfacing according to the hierarchy of materials and elements set out in Figures 49 & 50 and relating to adjacent building frontages.
- Guideline 28 - Use simple unobtrusive contemporary detail design solutions to meet requirements for drop kerbs, tactile surfaces etc.
- Guideline 29 - Restrict the use of modern concrete surfacing materials to areas beyond the public realm of the historic streets.

- Guideline 38- Select street furniture of good functional design and longevity and low long-term maintenance, which is appropriate to its setting and part of a consistent range throughout the town centre, based on the criteria set out in the table in Figure 69.
- Guideline 41 - Install street furniture in carefully considered locations to avoid visual clutter, litter collection, and detracting from the setting of listed buildings or key frontages, and to provide a clear movement zone 2 metres wide wherever possible.
- Guideline 55 – Agree new works in the area occupied by the Lammas Fair in discussion with Transportation and Community Services.
- Guideline 58 – Introduce seasonal planters with bedding plants to enhance the visual amenity of pavement areas and define activity space. They should be consistent unobtrusive design and colour, easily maintained, and removable in winter. Their siting should be consistent with the principles of locating street furniture.

The guidance states that street surfaces are important as the foreground for the historic buildings, and as the continuous link giving cohesion to the townscape as a whole. Within the historic core, repairs and new work - to adopted carriageways, pavements, and areas visible from the public realm - should continue the restoration or reintroduction of traditional materials and details wherever possible. Figure 49 provides a table setting out a hierarchy of paving materials and elements appropriate to the character and importance of the location within the historic core.

2.3.3 Figure 49 of the Design Guidelines states that for the pavement on main streets/key frontages/civic spaces Caithness slabs and whinstone kerbs are acceptable. Paragraph 4.32 of the Design Guidelines states that new seating should continue the theme of timber slats with natural finish; as a traditional timber bench or set on a cast metal frame (preferably aluminium - painted within the historic core) of classic design.

2.3.4 Concerns have been raised regarding the impact on the character of the conservation area and adjacent listed buildings and compliance with the St Andrews Design Guidance. Paragraph 1.1.2 states the distance the application site is away from the adjacent listed buildings. The proposal includes removing the temporary bituminous surfacing and replacing this with Caithness slabbed footway, whin stone kerbs, cycle rack and traditional seat (timber with metal frame). The location of the street furniture will still allow clear movement zone for pedestrians. The materials proposed for the surfacing and street furniture are compliant with the St Andrews Design Guidance as set out in paragraph 2.3.3 and would match the existing pavement on South Street. The proposed works would provide a visual improvement to what is there at present, and the footway and proposed street furniture would be finished in a similar way to other areas in the St Andrews Public Realm. It is considered that the proposal would improve the visual amenity of the area and have a positive contribution to the conservation area and not impact on the adjacent listed buildings and comply with the St Andrews Design Guidelines.

2.4 Residential Amenity

2.4.1 The relevant provisions of NPF4 policy 14 and FIFEplan Policies 1 and 10 apply.

2.4.2 The application site relates to the existing temporary build out in front of 201 South Street (north side of South Street). The proposal includes removing the bituminous surfacing and replacing this with Caithness slabbed footway with whin stone kerbs and cycle rack and traditional seat. The proposed changes will not impact on the residential amenity of the surrounding area.

2.4.3 In this instance, it is considered that the proposed works do comply with policy 10 criterion 3 in that the development would not have a significant detrimental impact on the residential amenity of the surrounding area (access or noise whilst works are carried out) and therefore does comply with the adopted FIFEplan (2017).

2.5 Road Safety

2.5.1 Policies 13, 14, and 15 of NPF4, Policies 1 and 3 of the LDP, Making Fife's Places Supplementary Guidance apply.

2.5.2 As stated in paragraph 1.5.1, public consultation was taken on the future of the build out areas. The results of this public consultation were reported to the North East Fife Area Committee on 26th April 2023 and the North East Fife Area Committee approved the retention of these build out areas. Therefore, these proposals carry endorsement from another Council Committee, albeit that it is for the North East Planning Committee to determine the acceptability or otherwise of the proposal in terms of its planning remit.

2.5.3 The concerns over the loss of public parking in this specific location and the other 4 locations throughout South Street are noted, however in this instance the loss of parking can be undertaken outwith the planning process under The Roads (Scotland) Act 1984. Therefore, the removal of public parking spaces can be undertaken outwith the planning process, as that in itself isn't development and could be actioned by the Roads Authority under their regulatory remit.

2.5.4 Concerns have been raised regarding the loss of parking spaces. Policy 13 NPF4 aims to encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably. Proposals which are ambitious in terms of low/no car parking will be supported, particularly in urban locations that are well-served by sustainable transport modes and where they do not create barriers to access by disabled people. In keeping with National Transport Strategy 2, Fife Council's sustainable travel hierarchy (Local Transport Strategy for Fife, 2023-33), places the needs of pedestrians and wheelers at the top, with the needs of private car users ranked behind cyclists, public transport, taxis and shared transport. SEStran's 'Regional Transport Strategy 2025-2025 Refresh' also emphasises the need to increase walking and cycling and reduce motorised travel. The application site is located within the St Andrews Town Centre boundary and is well served by sustainable transport modes, therefore the loss of parking spaces in this location are acceptable. The installation of the proposal is in keeping with aspirations of the Council's Climate Strategy 'Climate Fife: Sustainable Energy and Climate Action Plan 2020-2030' since the proposal will provide areas of high-quality public realm, encouraging people to walk, rather than using a vehicle for short trips. Fife Council's Transportation Development Management (TDM) team were consulted and expressed no objections to the proposed development.

2.5.5 Concerns have been raised regarding the impact on road safety in terms of vehicle manoeuvring and servicing of the surrounding business. Given the town centre location, there are a number of retail/commercial/licenced premises within the vicinity where deliveries take place on the public road, it is considered that this would not be worse than the current situation in terms of road safety impacts.

2.5.6 Concerns have been raised regarding the need for more cycle racks. The provision of cycle racks is in keeping with the aspirations of NPF4 to promote sustainable travel. Also, in this location on South Street there are no cycle racks at present.

2.5.7 Concerns have been raised that this proposal would potentially affect delivery of elements (the commission of a town centre circulation plan) of the registered Local Place Plan for St Andrews. Local Place Plans registered through Fife Council will not be part of the 'development plan' as defined by the Planning Act but will feed into the preparation of Fife's Local Development Plan 2 which is at the early stages of preparation. The Local Place Plan is a material planning consideration in the assessment of planning applications but given the early stages of LDP2 and that the Development Plan remains the starting point for decision-making in the planning process, it is considered that the material weight given to the Local Place Plan at this stage is limited and this proposal is acceptable in terms of the relevant planning policies.

2.5.8 The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

2.6 Archaeology

2.6.1 Policy 7 of NPF4 and Policies 1 and 14 of the LDP apply.

2.6.2 Fife Council's Archaeologist was consulted on this application and has no objection to this application. The public realm improvements proposed fall within the area designated in FIFEplan as St Andrews Archaeological Area of Regional Importance. FIFEplan Policy 14 states: The archaeological investigation of all buried sites and standing historic buildings within an Archaeological Area of Regional Importance will be required in advance of development unless good reason for an exemption can be shown. There is a good reason for an exemption in this case insofar as the installation of the pavement 'buildouts' will involve only shallow sub-surface disturbance on ground that has been deeply disturbed by modern road construction works.

2.6.3 The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

2.7 Trees

2.7.1 The relevant provisions of NPF4 policies 1 and 3 and FIFEplan Policies 1 and 13 apply. Making Fife's Places Supplementary Guidance (2018) also applies.

2.7.2 The applicant has provided a Tree Survey & Arboricultural Method Statement as part of this application. There are two trees within the application site, and they will not be removed. A tree protection plan has been submitted setting out the protection works that will be undertaken within the root protection area of these trees as part of this proposal. Fife Council's Tree Officer was consulted on this application and is supportive of the proposed tree protection plan.

2.7.3 The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

3.0 Consultation Summary

TDM, Planning Services	No objection
Trees, Planning Services	No objection
Community Council	Object
Archaeology Team, Planning Services	No objection

4.0 Representation Summary

4.1

25 objections, 1 supporting and 2 general comments received.

4.2 Material Planning Considerations

4.2.1 Objection Comments:

Issue	Addressed in Paragraph
a. Impact on the Conservation Area	2.3.4
b. Compliance with St Andrews Design Guidance	2.3.4
c. Loss of Parking	2.5.1
d. Road Safety – Manoeuvring & Servicing	2.5.2
e. Cycle Rack	2.5.3
f. Procedural concerns	1.4.4
g. Survey results	1.5.1

4.2.2 Support Comments

a. support for street furniture and more room for pedestrians	2.2.3 & 2.3.4
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4.2.3 Other Concerns Expressed

a. Concerns regarding upkeep of existing pavements	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
b. Concerns regarding illegal parking	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
c. Concerns regarding timing of survey and methodology used.	Comments noted; however, this is not a material planning consideration in the

d. Concerns have been raised regarding lack of provision of bins.

assessment of this planning application.

Comments noted; however, given the town centre location there are bins located throughout this area.

e. Concerns regarding businesses storing rubbish on the street.

Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

f. Concerns have been raised regarding drainage.

Concerns noted; however, the application site is located within the existing adopted road corridor and have hard/ paved surfaces with drainage.

g. Concerns have been raised regarding access to adjacent businesses and access for pedestrians.

Concerns are noted. The proposed buildouts do not restrict access to any of the adjacent businesses and present no barriers to pedestrians or disabled people.

h. Concerns regarding abandoned bikes.

Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

i. Concerns regarding businesses not paying rates for the use of the space.

Comments noted; however, this is not a material planning consideration in the assessment of this planning application.

j. Concerns have been raised by the public regarding potential antisocial behaviour area due to people congregating in the street and potential build-up of rubbish.

These concerns are noted; however, these concerns are not a material planning consideration with regards this application. In any instance, it should also be noted that Fife Council's Public Protection team can control noise and odours under their own legislative processes and through the use of appropriate enforcement measures if required and should any complaints be received. If any of the potential customers were to litter or cause damage/anti-social behaviour outwith the site then this would be considered a matter which could also be dealt with under separate legislation or by separate authorities, outwith the control of the planning system.

k. Concerns raised regarding the waste of public funds.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
l. Concerns regarding people queuing for businesses spilling onto the carriageway due to the buildouts.	Concerns have been raised regarding potential impact on people queuing to get into the premises on other pedestrian users of the footpath outside this application site, however, this is not a material consideration with regards this application as the planning authority cannot regulate nor control how people act.
m. Concerns regarding how previous applications were dealt with and how consultees responded.	Concerns noted. Each application is assessed and on its own merits with regards the relevant Development Plan policies and Material Planning considerations. Consultee comments help inform part of the overall assessment.

5.0 Conclusions

This full planning application for environmental improvements to the public realm is deemed acceptable in terms of in terms of design, detailing and choice of materials; and would protect and enhance the character and appearance of the conservation area as a whole. In light of the above, the proposal would be deemed to preserve the character of the surrounding St Andrews Conservation Area, and as such, comply with NPF4 and FIFEplan 2017 policies and other related guidance. The application is therefore recommended for conditional approval.

6.0 Recommendation

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

CONDITIONS:

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

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

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

Reason: In the interests of visual amenity and the protection of local ecology

7.0 Background Papers

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

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

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

[Planning Guidance](#)

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

PAN 82: Local Authority Interest Development

Development Plan:

NPF4 (2023)

FIFEplan Local Development Plan (2017)

Making Fife's Places Supplementary Guidance (2018)

Other Guidance:

Fife Council Planning Customer Guidelines - Trees and Development (2016)

St Andrews Conservation Area and Management Plan (2013)

St Andrews Design Guidelines (2007)

St Andrews Local Place Plan (May 2024)

Public Sector Equality Duty

Report prepared by Scott McInroy, Chartered Planner Development Management.

Report reviewed and agreed by Alastair Hamilton, Service Manager (Committee Lead) 4/3/25.

Committee Date: 12/03/2025

Agenda Item No. 9

Application for Full Planning Permission

Ref: 24/02027/FULL

Site Address: 73 - 107 South Street St Andrews

Proposal: Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture, cycle racks and associated landscaping

Applicant: Fife Council, Fife House North Street

Date Registered: 8 August 2024

Case Officer: Scott McInroy

Wards Affected: W5R18: St. Andrews

Reasons for Referral to Committee

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

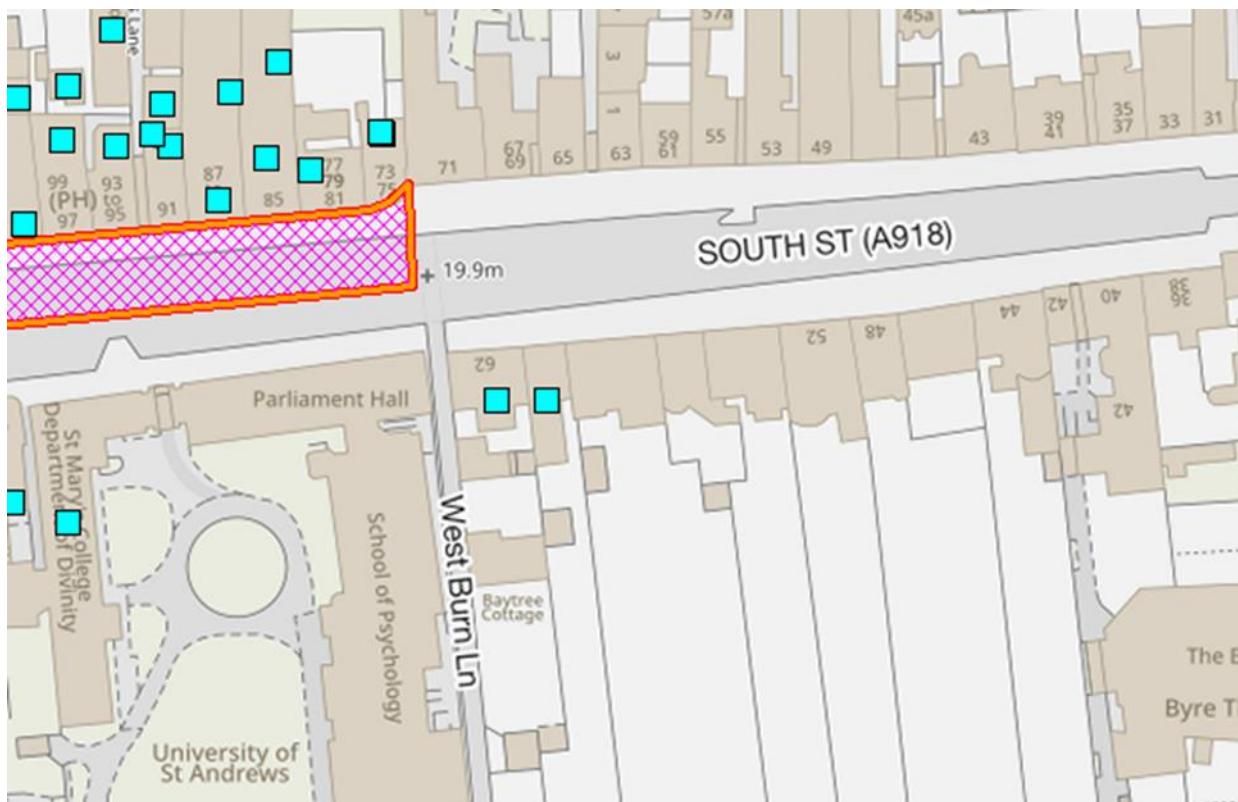
Summary Recommendation

The application is recommended for: Conditional Approval

1.0 Background

1.1 The Site

1.1.1 LOCATION PLAN



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1.1.2 This application relates to the existing temporary build out on the north side of south Street from numbers 73 – 107. The site itself is an adopted road within the St Andrews settlement boundary, town centre boundary and the Central St Andrews Conservation Area as per the adopted FIFEplan (2017). The application site itself is 87m in length on the north side and 13m in width. The application site has an area of 1150 sqm. The buildout is in front of a combination of Category C and Category B listed buildings (5m away). There is a Category A listed building located to the east of the buildout (12.5m away), but out with the site boundary. Category A listed buildings are located 16m away on the opposite side of the road (south side). The application site was previously 22 parking spaces.

1.2 The Proposed Development

1.2.1 Planning permission is sought for the environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks. This application is to replace the existing temporary buildouts with permanent measures. At present the existing temporary buildouts mainly comprise timber edging that is bolted to the underlying carriageway; bituminous surfacing, approximately 50mm-100mm deep and removable timber planters. The proposed buildout area itself would be slightly different in shape than what is there at present. The proposed buildout area itself would be 79m in length, 9.4m in width at the widest area and 4.9m wide at the shortest section). A loading bay is proposed at the western area, whilst a disabled parking space is proposed at the eastern section. Four moveable planters are proposed across the application site. The proposed permanent buildout would be finished in Caithness stone slabs and whin stone kerbs, similar to those already installed in South Street and Market Street. Two cycle racks are also proposed, to match other cycle parking racks, with an approximate width of 0.9m, and spacing approximately of 0.9m, along with two heritage style timber bench with black metal supports and two heritage style timber seats.

1.3 Relevant Planning History

- 04/03580/EFULL - Environmental improvements to South Street, including new street lights, new paving, alteration to pavements, parking layout and ancillary street furniture, and felling and replanting trees - Refused - 20/01/05
- 07/02857/EFULL - Replacement of street lighting columns and replacement of underground cable network at South Street, Bell Street and Church Street, St Andrews - Approved - 10/01/08
- 08/00008/EFULL - Installation of street furniture (cycle racks, benches and information boards) - Approved - 12/11/08
- 11/04155/FULL - Installation of parking ticket machine - Approved - 30/11/11
- 11/04157/FULL - Installation of parking ticket machine - Approved - 28/11/11
- 11/04166/FULL - Installation of parking ticket machine - Approved - 30/11/11
- 11/05904/FULL - Installation of replacement street lighting - Approved - 26/01/12
- 02/01035/EFULL - Change use of pavement to outdoor seating area - Approved - 18/06/02
- 04/02722/EFULL - Change of use of pavement to outdoor seating area - Approved - 14/10/04
- 06/00488/ELBC - External alterations to listed building including installation of awning - Approved - 14/06/06
- 06/00489/EFULL - Alterations to public house frontage including installation of awning - Approved - 14/06/06
- 07/00996/EFULL - Change of use of pavement to seating area (retrospective) - Approved - 17/05/07
- 22/03152/FULL - Change of use from public footpath to allow siting of marquee. - Withdrawn - 24/04/23

1.4 Application Procedures

1.4.1 Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017). Under Sections 59(1) and 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should pay special attention to the desirability of preserving or enhancing the character or appearance of the relevant designated area.

1.4.2 National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan. The SESplan and TAYplan Strategic Development Plans and any supplementary guidance issued in connection with them cease to have effect and no longer form part of the Development Plan. In the context of the material considerations relevant to this application there are no areas of conflict between the overarching policy provisions of the now adopted NPF4 and the adopted FIFEplan LDP 2017.

1.4.3 Under The Town and Country Planning (Notification of Applications) (Scotland) Direction 2009 (as per the advice contained within Circular 3/2009) and advice within PAN 82:Local Authority Interest Developments, that where Fife Council has an interest in an application as applicant or landowner or where the Council has a financial interest in the proposed development, the Scottish Ministers must be notified of the application before planning permission is granted but only where the development is considered to be significantly contrary to the Development Plan. Such a procedure allows Ministers to consider whether any possible conflicts of interest may have unduly influenced the planning authority or have made it difficult for the authority to retain an impartial view of the merits of the proposed development. The Direction also advises that planning authorities are not required to inform objectors of their intention to grant planning permission or advise them of their reasons for doing so, nor does it require an authority to invite further comment prior to notifying Ministers. The Planning Authority has considered the provisions of PAN 82 and in particular paragraph 7 and the Public Sector Equality Duty in the assessment of this application. In this instance the proposed development is not considered to be significantly contrary to the Development Plan and therefore, if approved or refused, the application should not be referred to Scottish Ministers but can be determined by the Council and the decision notice issued.

1.4.4 Concerns have been raised land ownership certificates submitted as part of this application. The relevant land ownership certificate have been submitted as part of this application and relevant advertisement and site notices were posted.

1.4.5 The most recent site visit was undertaken on 27/01/2025.

1.5 Background

1.5.1 During 2021, to help people comply with the Scottish Government's social distancing requirements associated with Covid-19, Fife Council extended the footway width at five locations on South Street. The buildouts were not of a permanent nature and used materials which could be removed when required. Hospitality premises adjacent to the buildouts were able to use these areas for their customers, without the need to obtain planning consent, due to the Scottish Government's special guidance during this period.

With the aim of boosting hospitality and town centre recovery, after the end of the special guidance, the Scottish Government amended the permitted development rights for the hospitality sector (April 2023). The change permitted hospitality premises to place furniture adjacent to their premises, for the purposes of selling or serving food or drink from their premises, without the need to apply for planning consent.

In January 2023, public consultation was undertaken on the future of these buildout areas. Concerns have been raised regarding the results of the survey, with the views of the public not being taken into account. The results of the survey were that 46% of respondents were in favour of retaining the additional pedestrian spaces, versus 42% that wanted these spaces removed. Additionally, 12% were in favour of keeping some of the implemented zones.

The results were reported to the North East Fife Area Committee on 26th April 2023 and retention of footway extensions was approved, with Roads & Transportation Service being instructed to advance design work to make these spaces permanent.

1.6 Relevant Policies

National Planning Framework 4 (2023)

Policy 6: Forestry, woodland and trees

To protect and expand forests, woodland and trees.

Policy 7: Historic assets and places

NPF4 Policy 7 stipulates development proposals in conservation areas will ensure that existing natural and built features which contribute to the character of the conservation area and its setting, including structures, boundary walls, railings, trees and hedges, are retained and mitigated.

Policy 13: Sustainable transport

NPF4 Policy 13 states that development proposals will be supported where it can be demonstrated that the transport requirements generated have been considered in line with the sustainable travel and where appropriate they will be accessible by public transport.

Policy 14: Design, quality and place

NPF4 Policy 14 states development proposals should be designed to improve the quality of an area whether in urban or rural locations and regardless of scale. NPF Policy 14 also stipulates development proposals will be supported where they are consistent with the six qualities of successful places: healthy, pleasant, connected, distinctive, sustainable, and adaptable.

Policy 15: Local Living and 20 minutes neighbourhoods

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

Adopted FIFEplan (2017)

Policy 1: Development Principles

FIFEplan Policy 1 Development Principles states that development proposals will be supported if they conform to relevant Development Plan policies and proposals and address their individual and cumulative impacts. The principle of development will be supported if the site is either within a defined settlement boundary and compliant with the policies for the location or in a location where the proposed use is supported by the Local Development Plan.

Policy 3: Infrastructure and Services

FIFEplan Policy 3 states where necessary and appropriate as a direct consequence of the development or as a consequence of cumulative impact of development in the area, development proposals must incorporate measures to ensure that they will be served by adequate infrastructure and services. Such infrastructure and services may include local transport and safe access routes which link with existing networks, including for walking and cycling, utilising the guidance in Making Fife's Places Supplementary Guidance.

Policy 10: Amenity

FIFEplan Policy 10 Amenity states that development will only be supported if it does not have a significant detrimental impact on the amenity of existing or proposed land uses. Development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to air quality, contaminated and unstable land, noise/light/odour pollution, traffic movements, privacy, loss of sunlight/daylight, visual appeal of surrounding area or the operation of existing or proposed businesses. Policy 10 also states development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to traffic movements.

Policy 13: Natural Environment and Access

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

Policy 14: Built and Historic Environment

FIFEplan Policy 14 Built and Historic Environment states that development which protects or enhances buildings or other built heritage of special architectural or historic interest will be supported. Proposals will not be supported where it is considered they will harm or damage listed buildings or their setting, including structures or features of special architectural or historic interest and sites recorded in the Inventory Historic Gardens and Designed Landscapes. For all historic buildings and archaeological sites, whether statutorily protected or not, support will only be given if, allowing for any possible mitigating works, there is no adverse impact on the special architectural or historic interest of the building or character or appearance of the conservation area.

National Guidance and Legislation

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

PAN 82: Local Authority Interest Development

Supplementary Guidance

Making Fife's Places Supplementary Planning Guidance (2018)

This document sets out Fife Council's expectations for the design of development in Fife. It explains the role of good design in creating successful places where people will want to live work and play through an integrated approach to buildings, spaces and movement.

Planning Policy Guidance

St Andrews Design Guidelines (2011)

This sets out a number of principles to ensure appropriate design and materials are incorporated into new development. The guidance advises that buildings should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate.

Planning Customer Guidelines

Fife Council Planning Customer Guidelines: Trees and Development (2016)

Other Relevant Guidance

Fife Council's St Andrews Conservation Area Appraisal and Management Plan (2010)

This provides a detailed conservation review of the town's Conservation Area boundaries. Further to this, it also aims to highlight the key townscape, architecture and historic issues considered to be important to the character of the town as a whole. The document also identifies important conservation issues and provides a framework for the conservation area's future management. The general advice, guidance, and management considerations referred to are relevant to all new development opportunities within the Conservation Area itself and mirror the advice contained within the HES Historic Environment Policy for Scotland (May 2019).

St Andrews Local Place Plan (2024)

The Public Sector Equality Duty

2.0 Assessment

2.1 Relevant Matters

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

- Principle of Development
- Design/Visual Impact on Conservation Area and Setting of Listed Building
- Residential Amenity
- Road Safety
- Archaeology
- Trees

2.2 Principle of Development

2.2.1 Policy 15 of NPF4, Policy 1 of the Adopted FIFEplan – Fife Local Development Plan (2017); the LDP apply.

2.2.2 In simple land use grounds, the principle of the external alterations including repaving works, clearly meets the requirements of the Development Plan and national guidance by virtue of the site being designated within the settlement boundary of St Andrews. Notwithstanding this, the overall acceptability of the application is subject to the development satisfying other policy criteria such as residential amenity, visual impact and other matters all of which are considered in detail below.

2.2.3 Concerns have been raised regarding the use of pavement areas by adjacent businesses whilst a supporting comment has been received regarding the principle of development. Although this does not form part of this application, Class 9L of the Town and Country Planning (General Permitted Development) (Scotland) Amendment Order 2023 allows this use of the pavement area by adjacent businesses.

2.2.4 It is therefore considered that the proposal does comply with the provisions of the Adopted FIFEplan (2017) policy 1, part a criterion 1.

2.3 Design and Layout / Visual Impact on the Conservation Area and Setting Listed Buildings

2.3.1 The relevant provisions of NPF4 policies 7 and 14 and FIFEplan Policies 1, 10 and 14 apply. Making Fife's Places Supplementary Guidance (2018), St Andrews Conservation Area Appraisal and Management Plan (2010), St Andrews design Guidelines (2011), Historic Environment Scotland Policy Statement (2019), and Historic Environment Scotland Managing Change series are also relevant here.

2.3.2 The St Andrews Design Guidelines (2011) sets out appropriate principles to guide public and private works in St Andrews central conservation area and the townscape on its main approaches. This document aims to ensure an appropriate approach to conservation, repair, adaptation, improvement and renewal of historic buildings and streetscape; restoring original materials and details where practicable. The guidance advises that development should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate. Key principles related to the proposed development include:

- Guideline 16 – Protect axial vistas from encroachment by buildings, street furniture, parking, signage and inappropriate planting, especially trees.
- Guideline 26 - Conserve the surviving traditional natural surfacing stones and details unless there are absolutely compelling functional reasons for change / replacement.
- Guideline 27 - Lay new footpath and carriageway surfacing according to the hierarchy of materials and elements set out in Figures 49 & 50 and relating to adjacent building frontages.
- Guideline 28 - Use simple unobtrusive contemporary detail design solutions to meet requirements for drop kerbs, tactile surfaces etc.
- Guideline 29 - Restrict the use of modern concrete surfacing materials to areas beyond the public realm of the historic streets.
- Guideline 38- Select street furniture of good functional design and longevity and low long-term maintenance, which is appropriate to its setting and part of a consistent range throughout the town centre, based on the criteria set out in the table in Figure 69.
- Guideline 41 - Install street furniture in carefully considered locations to avoid visual clutter, litter collection, and detracting from the setting of listed buildings or key frontages, and to provide a clear movement zone 2 metres wide wherever possible.

- Guideline 55 – Agree new works in the area occupied by the Lammas Fair in discussion with Transportation and Community Services.
- Guideline 58 – Introduce seasonal planters with bedding plants to enhance the visual amenity of pavement areas and define activity space. They should be consistent unobtrusive design and colour, easily maintained, and removable in winter. Their siting should be consistent with the principles of locating street furniture.

The guidance states that street surfaces are important as the foreground for the historic buildings, and as the continuous link giving cohesion to the townscape as a whole. Within the historic core, repairs and new work - to adopted carriageways, pavements, and areas visible from the public realm - should continue the restoration or reintroduction of traditional materials and details wherever possible. Figure 49 provides a table setting out a hierarchy of paving materials and elements appropriate to the character and importance of the location within the historic core.

2.3.3 Figure 49 of the Design Guidelines states that for the pavement on main streets/key frontages/civic spaces Caithness slabs and whinstone kerbs are acceptable. Paragraph 4.32 of the Design Guidelines states that new seating should continue the theme of timber slats with natural finish; as a traditional timber bench or set on a cast metal frame (preferably aluminium - painted within the historic core) of classic design.

2.3.4 Concerns have been raised regarding the impact on the character of the conservation area and adjacent listed buildings and compliance with the St Andrews Design Guidance. Paragraph 1.1.2 states the distance the application site is away from the adjacent listed buildings. The proposal includes removing the temporary bituminous surfacing and replacing this with Caithness slabbed footway, whin stone kerbs, cycle rack and traditional seat (timber with metal frame). The location of the street furniture will still allow clear movement zone for pedestrians. The materials proposed for the surfacing and street furniture are compliant with the St Andrews Design Guidance as set out in paragraph 2.3.3 and would match the existing pavement on South Street. The proposed works would provide a visual improvement to what is there at present, and the footway and proposed street furniture would be finished in a similar way to other areas in the St Andrews Public Realm. It is considered that the proposal would improve the visual amenity of the area and have a positive contribution to the conservation area and not impact on the adjacent listed buildings and comply with the St Andrews Design Guidelines.

2.4 Residential Amenity

2.4.1 The relevant provisions of NPF4 policy 14 and FIFEplan Policies 1 and 10 apply.

2.4.2 The application site relates to the existing temporary build out in front of 201 South Street (north side of South Street). The proposal includes removing the bituminous surfacing and replacing this with Caithness slabbed footway with whin stone kerbs and cycle rack and traditional seat. The proposed changes will not impact on the residential amenity of the surrounding area.

2.4.3 In this instance, it is considered that the proposed works do comply with policy 10 criterion 3 in that the development would not have a significant detrimental impact on the residential amenity of the surrounding area (access or noise whilst works are carried out) and therefore does comply with the adopted FIFEplan (2017).

2.5 Road Safety

2.5.1 Policies 13, 14, and 15 of NPF4, Policies 1 and 3 of the LDP, Making Fife's Places Supplementary Guidance apply.

2.5.2 As stated in paragraph 1.5.1, public consultation was taken on the future of the build out areas. The results of this public consultation were reported to the North East Fife Area Committee on 26th April 2023 and the North East Fife Area Committee approved the retention of these build out areas. Therefore, these proposals carry endorsement from another Council Committee, albeit that it is for the North East Planning Committee to determine the acceptability or otherwise of the proposal in terms of its planning remit.

2.5.3 The concerns over the loss of public parking in this specific location and the other 4 locations throughout South Street are noted, however in this instance the loss of parking can be undertaken outwith the planning process under The Roads (Scotland) Act 1984. Therefore, the removal of public parking spaces can be undertaken outwith the planning process, as that in itself isn't development and could be actioned by the Roads Authority under their regulatory remit.

2.5.4 Concerns have been raised regarding the loss of parking spaces. Policy 13 NPF4 aims to encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably. Proposals which are ambitious in terms of low/no car parking will be supported, particularly in urban locations that are well-served by sustainable transport modes and where they do not create barriers to access by disabled people. In keeping with National Transport Strategy 2, Fife Council's sustainable travel hierarchy (Local Transport Strategy for Fife, 2023-33), places the needs of pedestrians and wheelers at the top, with the needs of private car users ranked behind cyclists, public transport, taxis and shared transport. SEStran's 'Regional Transport Strategy 2025-2025 Refresh' also emphasises the need to increase walking and cycling and reduce motorised travel. The application site is located within the St Andrews Town Centre boundary and is well served by sustainable transport modes, therefore the loss of parking spaces in this location are acceptable. The installation of the proposal is in keeping with aspirations of the Council's Climate Strategy 'Climate Fife: Sustainable Energy and Climate Action Plan 2020-2030' since the proposal will provide areas of high-quality public realm, encouraging people to walk, rather than using a vehicle for short trips. Fife Council's Transportation Development Management (TDM) team were consulted and expressed no objections to the proposed development.

2.5.5 Concerns have been raised regarding the impact on road safety in terms of vehicle manoeuvring and servicing of the surrounding business. Given the town centre location, there are a number of retail/commercial/licenced premises within the vicinity where deliveries take place on the public road, it is considered that this would not be worse than the current situation in terms of road safety impacts.

2.5.6 Concerns have been raised regarding the need for more cycle racks. The provision of cycle racks is in keeping with the aspirations of NPF4 to promote sustainable travel. Also, in this location on South Street there are no cycle racks at present.

2.5.7 Concerns have been raised that this proposal would potentially affect delivery of elements (the commission of a town centre circulation plan) of the registered Local Place Plan for St Andrews. Local Place Plans registered through Fife Council will not be part of the 'development plan' as defined by the Planning Act but will feed into the preparation of Fife's Local

Development Plan 2 which is at the early stages of preparation. The Local Place Plan is a material planning consideration in the assessment of planning applications but given the early stages of LDP2 and that the Development Plan remains the starting point for decision-making in the planning process, it is considered that the material weight given to the Local Place Plan at this stage is limited and this proposal is acceptable in terms of the relevant planning policies.

2.5.8 The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

2.6 Archaeology

2.6.1 Policy 7 of NPF4 and Policies 1 and 14 of the LDP apply.

2.6.2 Fife Councils Archaeologist was consulted on this application and has no objection to this application. The public realm improvements proposed fall within the area designated in FIFEplan as St Andrews Archaeological Area of Regional Importance. FIFEplan Policy 14 states: The archaeological investigation of all buried sites and standing historic buildings within an Archaeological Area of Regional Importance will be required in advance of development unless good reason for an exemption can be shown. There is a good reason for an exemption in this case insofar as the installation of the pavement 'buildouts' will involve only shallow sub-surface disturbance on ground that has been deeply disturbed by modern road construction works.

2.6.3 The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

2.7 Trees

2.7.1 The relevant provisions of NPF4 policies 1 and 3 and FIFEplan Policies 1 and 13 apply. Making Fife's Places Supplementary Guidance (2018) also applies.

2.7.2 The applicant has provided a Tree Survey & Arboricultural Method Statement as part of this application. There are three trees within the application site, and they will not be removed. A tree protection plan has been submitted setting out the protection works that will be undertaken within the root protection area of these trees as part of this proposal. Fife Councils Tree Officer was consulted on this application and is supportive of the proposed tree protection plan.

2.7.3 The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

3.0 Consultation Summary

Trees, Planning Services	No objection
TDM, Planning Services	No objection
Community Council	Object
Archaeology Team, Planning Services	No objection

4.0 Representation Summary

4.1

24 objections, 1 supporting and 1 general comment received.

4.2 Material Planning Considerations

4.2.1 Objection Comments:

Issue	Addressed in Paragraph
a. Impact on the Conservation Area	2.3.4
b. Compliance with St Andrews Design Guidance	2.3.4
c. Loss of Parking	2.5.1
d. Road Safety – Manoeuvring & Servicing	2.5.2
e. Cycle Rack	2.5.3
f. Procedural concerns	1.4.4
g. Survey results	1.5.1
h. Business uses	2.2.3

4.2.2 Support Comments

a. support principle of the development

4.2.3 Other Concerns Expressed

a. Concerns regarding upkeep of existing pavements	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
b. Concerns regarding illegal parking	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
c. Concerns regarding timing of survey and methodology used.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
d. Concerns have been raised regarding lack of provision of bins.	Comments noted; however, given the town centre location there are bins located throughout this area.
e. Concerns regarding businesses storing rubbish on the street.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
f. Concerns have been raised regarding drainage.	Concerns noted; however, the application site is located within the

	existing adopted road corridor and have hard/ paved surfaces with drainage.
g. Concerns have been raised regarding access to adjacent businesses and access for pedestrians.	Concerns are noted. The proposed buildouts do not restrict access to any of the adjacent businesses and present no barriers to pedestrians or disabled people.
h. Concerns regarding abandoned bikes.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
i. Concerns regarding businesses not paying rates for the use of the space.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
j. Concerns have been raised by the public regarding potential antisocial behaviour area due to people congregating in the street.	These concerns are noted; however, these concerns are not a material planning consideration with regards this application. In any instance, it should also be noted that Fife Council's Public Protection team can control noise and odours under their own legislative processes and through the use of appropriate enforcement measures if required and should any complaints be received. If any of the potential customers were to litter or cause damage/anti-social behaviour outwith the site then this would be considered a matter which could also be dealt with under separate legislation or by separate authorities, outwith the control of the planning system.
k. Concerns raised regarding the waste of public funds.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
l. Concerns regarding how previous applications were dealt with and how consultees responded.	Concerns noted. Each application is assessed and on its own merits with regards the relevant Development Plan policies and Material Planning considerations. Consultee comments help inform part of the overall assessment.

5.0 Conclusions

This full planning application for environmental improvements to the public realm is deemed acceptable in terms of in terms of design, detailing and choice of materials; and would protect and enhance the character and appearance of the conservation area as a whole. In light of the above, the proposal would be deemed to preserve the character of the surrounding St Andrews Conservation Area, and as such, comply with NPF4 and FIFEplan 2017 policies and other related guidance. The application is therefore recommended for conditional approval.

6.0 Recommendation

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

CONDITIONS:

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

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

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

Reason: In the interests of visual amenity and the protection of local ecology

7.0 Background Papers

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

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

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

[Planning Guidance](#)

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

PAN 82: Local Authority Interest Development

Development Plan:

NPF4 (2023)

FIFEplan Local Development Plan (2017)

Making Fife's Places Supplementary Guidance (2018)

Other Guidance:

Fife Council Planning Customer Guidelines - Trees and Development (2016)

St Andrews Conservation Area and Management Plan (2013)

St Andrews Design Guidelines (2007)

St Andrews Local Place Plan (May 2024)

Public Sector Equality Duty

Report prepared by Scott McInroy, Chartered Planner Development Management

Report reviewed and agreed by Alastair Hamilton, Service Manager (Committee Lead) 4/3/25.

Committee Date: 12/03/2025

Agenda Item No. 10

Application for Full Planning Permission

Ref: 24/02028/FULL

Site Address: 109 – 133 South Street St Andrews

Proposal: Environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and landscaping

Applicant: Fife Council, Fife House North Street

Date Registered: 8 August 2024

Case Officer: Scott McInroy

Wards Affected: W5R18: St. Andrews

Reasons for Referral to Committee

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

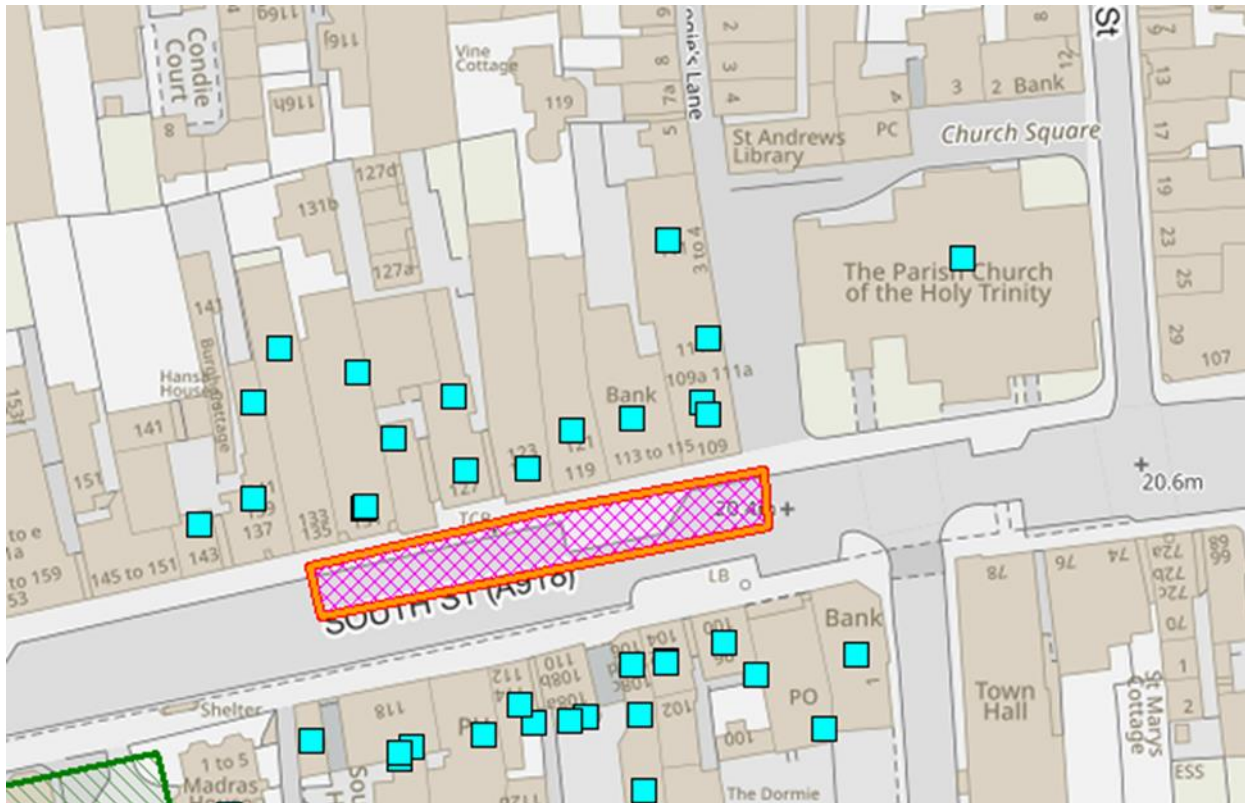
Summary Recommendation

The application is recommended for: Conditional Approval

1.0 Background

1.1 The Site

1.1.1 LOCATION PLAN



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1.1.2 This application relates to the existing temporary build out in front of 109 - 133 South Street (north side of South Street), an adopted road within the St Andrews settlement boundary, town centre boundary and the Central St Andrews Conservation Area as per the adopted FIFEplan (2017). The application site itself is 79m in length, 8m in width and has an area of 585sqm. There are Category B and Category C listed buildings located directly adjacent to the buildout (5m away). A Category A listed building is located to the east of the buildout (36m away) and the Blackfriars Chapel scheduled ancient monument is located over 35m to the south west on the opposite side of South Street, but out with the site boundary. The application site was previously 11 parking spaces.

1.2 The Proposed Development

1.2.1 Planning permission is sought for the environmental improvements to the public realm including conversion and resurfacing of parking areas, widen footpaths and installation of associated street furniture and cycle racks. This application is to replace the existing temporary buildouts with permanent measures. At present the existing temporary buildouts mainly comprise timber edging that is bolted to the underlying carriageway; bituminous surfacing, approximately 50mm-100mm deep and removable timber planters. The proposed buildout area itself would be slightly smaller than what is there at present. The proposed buildout area itself would be 31.5m in length, 6.6m in width. A disabled parking space is proposed at the western section. Four moveable planters are proposed across the application site. Two moveable planters are proposed across the application site. The proposed permanent buildout would be finished in Caithness stone slabs and whin stone kerbs, similar to those already installed in South Street and Market Street. One heritage style timber bench with black metal supports and six heritage style timber seats are proposed.

1.3 Relevant Planning History

- 04/03580/EFULL - Environmental improvements to South Street, including new street lights, new paving, alteration to pavements, parking layout and ancillary street furniture, and felling and replanting trees - Refused - 20/01/05
- 07/02857/EFULL - Replacement of street lighting columns and replacement of underground cable network at South Street, Bell Street and Church Street, St Andrews - Approved - 10/01/08
- 08/00008/EFULL - Installation of street furniture (cycle racks, benches and information boards) - Approved - 12/11/08
- 11/04155/FULL - Installation of parking ticket machine - Approved - 30/11/11
- 11/04157/FULL - Installation of parking ticket machine - Approved - 28/11/11
- 11/04166/FULL - Installation of parking ticket machine - Approved - 30/11/11
- 11/05904/FULL - Installation of replacement street lighting - Approved - 26/01/12

1.4 Application Procedures

1.4.1 Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017). Under Section 59(1) and 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should pay special attention to the desirability of preserving or enhancing the character or appearance of the relevant designated area.

1.4.2 National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan. The SESplan and TAYplan Strategic Development Plans and any supplementary guidance issued in connection with them cease to have effect and no longer form part of the Development Plan. In the context of the material considerations relevant to this application there are no areas of conflict between the overarching policy provisions of the now adopted NPF4 and the adopted FIFEplan LDP 2017.

1.4.3 Under The Town and Country Planning (Notification of Applications) (Scotland) Direction 2009 (as per the advice contained within Circular 3/2009) and advice within PAN 82:Local Authority Interest Developments, that where Fife Council has an interest in an application as applicant or landowner or where the Council has a financial interest in the proposed development, the Scottish Ministers must be notified of the application before planning permission is granted but only where the development is considered to be significantly contrary to the Development Plan. Such a procedure allows Ministers to consider whether any possible conflicts of interest may have unduly influenced the planning authority or have made it difficult for the authority to retain an impartial view of the merits of the proposed development. The Direction also advises that planning authorities are not required to inform objectors of their intention to grant planning permission or advise them of their reasons for doing so, nor does it require an authority to invite further comment prior to notifying Ministers. The Planning Authority has considered the provisions of PAN 82 and in particular paragraph 7 and the Public Sector

Equality Duty in the assessment of this application. In this instance the proposed development is not considered to be significantly contrary to the Development Plan and therefore, if approved or refused, the application should not be referred to Scottish Ministers but can be determined by the Council and the decision notice issued.

1.4.4 Concerns have been raised land ownership certificates submitted as part of this application. The relevant land ownership certificate have been submitted as part of this application and relevant advertisement and site notices were posted.

1.4.5 The most recent site visit was undertaken on 27/01/2025.

1.5 Background

1.5.1 During 2021, to help people comply with the Scottish Government's social distancing requirements associated with Covid-19, Fife Council extended the footway width at five locations on South Street. The buildouts were not of a permanent nature and used materials which could be removed when required. Hospitality premises adjacent to the buildouts were able to use these areas for their customers, without the need to obtain planning consent, due to the Scottish Government's special guidance during this period.

With the aim of boosting hospitality and town centre recovery, after the end of the special guidance, the Scottish Government amended the permitted development rights for the hospitality sector (April 2023). The change permitted hospitality premises to place furniture adjacent to their premises, for the purposes of selling or serving food or drink from their premises, without the need to apply for planning consent.

In January 2023, public consultation was undertaken on the future of these buildout areas. Concerns have been raised regarding the results of the survey, with the views of the public not being taken into account. The results of the survey were that 46% of respondents were in favour of retaining the additional pedestrian spaces, versus 42% that wanted these spaces removed. Additionally, 12% were in favour of keeping some of the implemented zones.

The results were reported to the Northeast Fife Area Committee on 26th April 2023 and retention of footway extensions was approved, with Roads & Transportation Service being instructed to advance design work to make these spaces permanent.

1.6 Relevant Policies

National Planning Framework 4 (2023)

Policy 6: Forestry, woodland and trees

To protect and expand forests, woodland and trees.

Policy 7: Historic assets and places

NPF4 Policy 7 stipulates development proposals in conservation areas will ensure that existing natural and built features which contribute to the character of the conservation area and its setting, including structures, boundary walls, railings, trees and hedges, are retained and mitigated.

Policy 13: Sustainable transport

NPF4 Policy 13 states that development proposals will be supported where it can be demonstrated that the transport requirements generated have been considered in line with the sustainable travel and where appropriate they will be accessible by public transport.

Policy 14: Design, quality and place

NPF4 Policy 14 states development proposals should be designed to improve the quality of an area whether in urban or rural locations and regardless of scale. NPF Policy 14 also stipulates development proposals will be supported where they are consistent with the six qualities of successful places: healthy, pleasant, connected, distinctive, sustainable, and adaptable.

Policy 15: Local Living and 20 minutes neighbourhoods

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

Adopted FIFEplan (2017)

Policy 1: Development Principles

FIFEplan Policy 1 Development Principles states that development proposals will be supported if they conform to relevant Development Plan policies and proposals and address their individual and cumulative impacts. The principle of development will be supported if the site is either within a defined settlement boundary and compliant with the policies for the location or in a location where the proposed use is supported by the Local Development Plan.

Policy 3: Infrastructure and Services

FIFEplan Policy 3 states where necessary and appropriate as a direct consequence of the development or as a consequence of cumulative impact of development in the area, development proposals must incorporate measures to ensure that they will be served by adequate infrastructure and services. Such infrastructure and services may include local transport and safe access routes which link with existing networks, including for walking and cycling, utilising the guidance in Making Fife's Places Supplementary Guidance.

Policy 10: Amenity

FIFEplan Policy 10 Amenity states that development will only be supported if it does not have a significant detrimental impact on the amenity of existing or proposed land uses. Development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to air quality, contaminated and unstable land, noise/light/odour pollution, traffic movements, privacy, loss of sunlight/daylight, visual appeal of surrounding area or the operation of existing or proposed businesses. Policy 10 also states development proposals must demonstrate that they will not lead to a significant detrimental impact on amenity in relation to traffic movements.

Policy 13: Natural Environment and Access

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

Policy 14: Built and Historic Environment

FIFEplan Policy 14 Built and Historic Environment states that development which protects or enhances buildings or other built heritage of special architectural or historic interest will be supported. Proposals will not be supported where it is considered they will harm or damage listed buildings or their setting, including structures or features of special architectural or historic interest and sites recorded in the Inventory Historic Gardens and Designed Landscapes. For all historic buildings and archaeological sites, whether statutorily protected or not, support will only be given if, allowing for any possible mitigating works, there is no adverse impact on the special architectural or historic interest of the building or character or appearance of the conservation area.

National Guidance and Legislation

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

PAN 82: Local Authority Interest Development

Supplementary Guidance

Making Fife's Places Supplementary Planning Guidance (2018)

This document sets out Fife Council's expectations for the design of development in Fife. It explains the role of good design in creating successful places where people will want to live work and play through an integrated approach to buildings, spaces and movement.

Planning Policy Guidance

St Andrews Design Guidelines (2011)

This sets out a number of principles to ensure appropriate design and materials are incorporated into new development. The guidance advises that buildings should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate.

Planning Customer Guidelines

Fife Council Planning Customer Guidelines: Trees and Development (2016)

Other Relevant Guidance

Fife Council's St Andrews Conservation Area Appraisal and Management Plan (2010)

This provides a detailed conservation review of the town's Conservation Area boundaries. Further to this, it also aims to highlight the key townscape, architecture and historic issues considered to be important to the character of the town as a whole. The document also identifies important conservation issues and provides a framework for the conservation area's future management. The general advice, guidance, and management considerations referred to are relevant to all new development opportunities within the Conservation Area itself and mirror the advice contained within the HES Historic Environment Policy for Scotland (May 2019).

St Andrews Local Place Plan (May 2024)

The Public Sector Equality Duty

2.0 Assessment

2.1 Relevant Matters

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

- Principle of Development
- Design/Visual Impact on Conservation Area and Setting of Listed Building
- Residential Amenity
- Road Safety
- Archaeology
- Trees

2.2 Principle of Development

2.2.1 Policy 15 of NPF4, Policy 1 of the Adopted FIFEplan – Fife Local Development Plan (2017); the LDP apply.

2.2.2 In simple land use grounds, the principle of the external alterations including repaving works. door clearly meets the requirements of the Development Plan and national guidance by virtue of the site being designated within the settlement boundary of St Andrews. Notwithstanding this, the overall acceptability of the application is subject to the development satisfying other policy criteria such as residential amenity, visual impact and other matters all of which are considered in detail below.

2.2.3 Concerns have been raised regarding the use of pavement areas by adjacent businesses. Although this does not form part of this application, Class 9L of the Town and Country Planning (General Permitted Development) (Scotland) Amendment Order 2023 allows this use.

2.2.4 It is therefore considered that the proposal does comply with the provisions of the Adopted FIFEplan (2017) policy 1, part a criterion 1.

2.3 Design and Layout / Visual Impact on the Conservation Area and Setting Listed Buildings

2.3.1 The relevant provisions of NPF4 policies 7 and 14 and FIFEplan Policies 1, 10 and 14 apply. Making Fife's Places Supplementary Guidance (2018), St Andrews Conservation Area Appraisal and Management Plan (2010), St Andrews design Guidelines (2011), Historic Environment Scotland Policy Statement (2019), and Historic Environment Scotland Managing Change series are also relevant here.

2.3.2 The St Andrews Design Guidelines (2011) sets out appropriate principles to guide public and private works in St Andrews central conservation area and the townscape on its main approaches. This document aims to ensure an appropriate approach to conservation, repair, adaptation, improvement and renewal of historic buildings and streetscape; restoring original materials and details where practicable. The guidance advises that development should respect the historic townscape but ensure the continued economic vibrancy of the town centre and embrace the opportunities for high quality design solutions, including contemporary design where appropriate. Key principles related to the proposed development include:

- Guideline 16 – Protect axial vistas from encroachment by buildings, street furniture, parking, signage and inappropriate planting, especially trees.
- Guideline 26 - Conserve the surviving traditional natural surfacing stones and details unless there are absolutely compelling functional reasons for change / replacement.
- Guideline 27 - Lay new footpath and carriageway surfacing according to the hierarchy of materials and elements set out in Figures 49 & 50 and relating to adjacent building frontages.
- Guideline 28 - Use simple unobtrusive contemporary detail design solutions to meet requirements for drop kerbs, tactile surfaces etc.
- Guideline 29 - Restrict the use of modern concrete surfacing materials to areas beyond the public realm of the historic streets.
- Guideline 38- Select street furniture of good functional design and longevity and low long-term maintenance, which is appropriate to its setting and part of a consistent range throughout the town centre, based on the criteria set out in the table in Figure 69.
- Guideline 41 - Install street furniture in carefully considered locations to avoid visual clutter, litter collection, and detracting from the setting of listed buildings or key frontages, and to provide a clear movement zone 2 metres wide wherever possible.
- Guideline 55 – Agree new works in the area occupied by the Lammas Fair in discussion with Transportation and Community Services.
- Guideline 58 – Introduce seasonal planters with bedding plants to enhance the visual amenity of pavement areas and define activity space. They should be consistent unobtrusive design and colour, easily maintained, and removable in winter. Their siting should be consistent with the principles of locating street furniture.

The guidance states that street surfaces are important as the foreground for the historic buildings, and as the continuous link giving cohesion to the townscape as a whole. Within the historic core, repairs and new work - to adopted carriageways, pavements, and areas visible from the public realm - should continue the restoration or reintroduction of traditional materials and details wherever possible. Figure 49 provides a table setting out a hierarchy of paving materials and elements appropriate to the character and importance of the location within the historic core.

2.3.3 Figure 49 of the Design Guidelines states that for the pavement on main streets/key frontages/civic spaces Caithness slabs and whinstone kerbs are acceptable. Paragraph 4.32 of the Design Guidelines states that new seating should continue the theme of timber slats with natural finish; as a traditional timber bench or set on a cast metal frame (preferably aluminium - painted within the historic core) of classic design.

2.3.4 Concerns have been raised regarding the impact on the character of the conservation area and adjacent listed buildings and compliance with the St Andrews Design Guidance. Paragraph 1.1.2 states the distance the application site is away from the adjacent listed buildings. The proposal includes removing the temporary bituminous surfacing and replacing this with Caithness slabbed footway, whin stone kerbs, cycle rack and traditional seat (timber with metal frame). The location of the street furniture will still allow clear movement zone for pedestrians. The materials proposed for the surfacing and street furniture are compliant with the St Andrews Design Guidance as set out in paragraph 2.3.3 and would match the existing pavement on South Street. The proposed works would provide a visual improvement to what is there at present, and the footway and proposed street furniture would be finished in a similar way to other areas in the St Andrews Public Realm. It is considered that the proposal would improve the visual amenity of the area and have a positive contribution to the conservation area and not impact on the adjacent listed buildings and comply with the St Andrews Design Guidelines.

2.4 Residential Amenity

2.4.1 The relevant provisions of NPF4 policy 14 and FIFEplan Policies 1 and 10 apply.

2.4.2 The application site relates to the existing temporary build out in front of 201 South Street (north side of South Street). The proposal includes removing the bituminous surfacing and replacing this with Caithness slabbed footway with whin stone kerbs and cycle rack and traditional seat. The proposed changes will not impact on the residential amenity of the surrounding area.

2.4.3 In this instance, it is considered that the proposed works do comply with policy 10 criterion 3 in that the development would not have a significant detrimental impact on the residential amenity of the surrounding area (access or noise whilst works are carried out) and therefore does comply with the adopted FIFEplan (2017).

2.5 Road Safety

2.5.1 Policies 13, 14, and 15 of NPF4, Policies 1 and 3 of the LDP, Making Fife's Places Supplementary Guidance apply.

2.5.2 As stated in paragraph 1.5.1, public consultation was taken on the future of the build out areas. The results of this public consultation were reported to the North East Fife Area Committee on 26th April 2023 and the North East Fife Area Committee approved the retention of these build out areas. Therefore, these proposals carry endorsement from another Council Committee, albeit that it is for the North East Planning Committee to determine the acceptability or otherwise of the proposal in terms of its planning remit.

2.5.3 The concerns over the loss of public parking in this specific location and the other 4 locations throughout South Street are noted, however in this instance the loss of parking can be undertaken outwith the planning process under The Roads (Scotland) Act 1984. Therefore, the removal of public parking spaces can be undertaken outwith the planning process, as that in

itself isn't development and could be actioned by the Roads Authority under their regulatory remit.

2.5.4 Concerns have been raised regarding the loss of parking spaces. Policy 13 NPF4 aims to encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably. Proposals which are ambitious in terms of low/no car parking will be supported, particularly in urban locations that are well-served by sustainable transport modes and where they do not create barriers to access by disabled people. In keeping with National Transport Strategy 2, Fife Council's sustainable travel hierarchy (Local Transport Strategy for Fife, 2023-33), places the needs of pedestrians and wheelers at the top, with the needs of private car users ranked behind cyclists, public transport, taxis and shared transport. SEStran's 'Regional Transport Strategy 2025-2025 Refresh' also emphasises the need to increase walking and cycling and reduce motorised travel. The application site is located within the St Andrews Town Centre boundary and is well served by sustainable transport modes, therefore the loss of parking spaces in this location are acceptable. The installation of the proposal is in keeping with aspirations of the Council's Climate Strategy 'Climate Fife: Sustainable Energy and Climate Action Plan 2020-2030' since the proposal will provide areas of high-quality public realm, encouraging people to walk, rather than using a vehicle for short trips. Fife Council's Transportation Development Management (TDM) team were consulted and expressed no objections to the proposed development.

2.5.5 Concerns have been raised regarding the impact on road safety in terms of vehicle manoeuvring and servicing of the surrounding business. Given the town centre location, there are a number of retail/commercial/licenced premises within the vicinity where deliveries take place on the public road, it is considered that this would not be worse than the current situation in terms of road safety impacts.

2.5.6 Concerns have been raised regarding the need for more cycle racks. The provision of cycle racks is in keeping with the aspirations of NPF4 to promote sustainable travel. Also, in this location on South Street there are no cycle racks at present.

2.5.7 Concerns have been raised that this proposal would potentially affect delivery of elements (the commission of a town centre circulation plan) of the registered Local Place Plan for St Andrews. Local Place Plans registered through Fife Council will not be part of the 'development plan' as defined by the Planning Act but will feed into the preparation of Fife's Local Development Plan 2 which is at the early stages of preparation. The Local Place Plan is a material planning consideration in the assessment of planning applications but given the early stages of LDP2 and that the Development Plan remains the starting point for decision-making in the planning process, it is considered that the material weight given to the Local Place Plan at this stage is limited and this proposal is acceptable in terms of the relevant planning policies.

2.5.8 The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

2.6 Archaeology

2.6.1 Policy 7 of NPF4 and Policies 1 and 14 of the LDP apply.

2.6.2 Fife Council's Archaeologist was consulted on this application and has no objection to this application. The public realm improvements proposed fall within the area designated in FIFEplan as St Andrews Archaeological Area of Regional Importance. FIFEplan Policy 14

states: The archaeological investigation of all buried sites and standing historic buildings within an Archaeological Area of Regional Importance will be required in advance of development unless good reason for an exemption can be shown. There is a good reason for an exemption in this case insofar as the installation of the pavement 'buildouts' will involve only shallow sub-surface disturbance on ground that has been deeply disturbed by modern road construction works.

2.6.3 The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

2.7 Trees

2.7.1 The relevant provisions of NPF4 policies 1 and 3 and FIFEplan Policies 1 and 13 apply. Making Fife's Places Supplementary Guidance (2018) also applies.

2.7.2 The applicant has provided a Tree Survey & Arboricultural Method Statement as part of this application. There are three trees within the application site and one adjacent, and these will not be removed. A tree protection plan has been submitted setting out the protection works that will be undertaken within the root protection area of these trees as part of this proposal. Fife Councils Tree Officer was consulted on this application and is supportive of the proposed tree protection plan.

2.7.3 The proposal would therefore comply with the Development Plan in this respect and would be acceptable.

3.0 Consultation Summary

TDM, Planning Services	No objection
Trees, Planning Services	No objection
Community Council	Object
Archaeology Team, Planning Services	No objection

4.0 Representation Summary

4.1

24 objections and 2 general comments received.

4.2 Material Planning Considerations

4.2.1 Objection Comments:

Issue	Addressed in Paragraph
a. Impact on the Conservation Area	2.3.4
b. Compliance with St Andrews Design Guidance	2.3.4
c. Loss of Parking	2.5.1

Issue	Addressed in Paragraph
d. Road Safety – Manoeuvring & Servicing	2.5.2
e. Cycle Rack	2.5.3
f. Procedural concerns	1.4.4
g. Survey results	1.5.1
h. Business uses	2.2.3

4.2.2 Support Comments

None

4.2.3 Other Concerns Expressed

a. Concerns regarding upkeep of existing pavements	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
b. Concerns regarding illegal parking	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
c. Concerns regarding timing of survey and methodology used.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
d. Concerns have been raised regarding lack of provision of bins.	Comments noted; however, given the town centre location there are bins located throughout this area.
e. Concerns regarding businesses storing rubbish on the street.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
f. Concerns have been raised regarding drainage.	Concerns noted; however, the application site is located within the existing adopted road corridor and have hard/ paved surfaces with drainage.
g. Concerns have been raised regarding access to adjacent businesses and access for pedestrians.	Concerns are noted. The proposed buildouts do not restrict access to any of the adjacent businesses and present no barriers to pedestrians or disabled people.
h. Concerns regarding abandoned bikes.	Comments noted; however, this is not a material planning consideration in the

	assessment of this planning application.
i. Concerns regarding businesses no paying rates for the use of the space.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
j. Concerns have been raised by the public regarding potential antisocial behaviour area due to people congregating in the street.	These concerns are noted; however, these concerns are not a material planning consideration with regards this application. In any instance, it should also be noted that Fife Council's Public Protection team can control noise and odours under their own legislative processes and through the use of appropriate enforcement measures if required and should any complaints be received. If any of the potential customers were to litter or cause damage/anti-social behaviour outwith the site then this would be considered a matter which could also be dealt with under separate legislation or by separate authorities, outwith the control of the planning system.
k. Concerns raised regarding the waste of public funds.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
l. Concerns regarding how previous applications were dealt with and how consultees responded.	Concerns noted. Each application is assessed and on its own merits with regards the relevant Development Plan policies and Material Planning considerations. Consultee comments help inform part of the overall assessment.

5.0 Conclusions

This full planning application for environmental improvements to the public realm is deemed acceptable in terms of in terms of design, detailing and choice of materials; and would protect and enhance the character and appearance of the conservation area as a whole. In light of the above, the proposal would be deemed to preserve the character of the surrounding St Andrews Conservation Area, and as such, comply with NPF4 and FIFEplan 2017 policies and other related guidance. The application is therefore recommended for conditional approval.

6.0 Recommendation

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

CONDITIONS:

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

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

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

Reason: In the interests of visual amenity and the protection of local ecology

7.0 Background Papers

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

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

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

[Planning Guidance](#)

Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

Historic Environment Scotland Policy Statement (June 2016)

Historic Environment Scotland's Managing Change in the Historic Environment (2010)

PAN 1/2011: Planning and Noise

PAN 82: Local Authority Interest Development

Development Plan:

NPF4 (2023)

FIFEplan Local Development Plan (2017)

Making Fife's Places Supplementary Guidance (2018)

Other Guidance:

Fife Council Planning Customer Guidelines - Trees and Development (2016)

St Andrews Conservation Area and Management Plan (2013)

St Andrews Design Guidelines (2007)

St Andrews Local Place Plan (May 2024)

Public Sector Equality Duty

Report prepared by Scott McInroy, Chartered Planner Development Management

Report reviewed and agreed by Alastair Hamilton, Service Manager (Committee Lead) 4/3/25.

Committee Date: 12/03/2025

Agenda Item No. 11

Application for Full Planning Permission

Ref: 24/02338/FULL

Site Address: Younger Hall, 89 - 99 North Street St Andrews

Proposal: Installation of roof mounted solar panels

Applicant: University Of St Andrews, Estates Department Woodburn Place

Date Registered: 13 September 2024

Case Officer: Benet Davis

Wards Affected: W5R18: St. Andrews

Reasons for Referral to Committee

This application requires to be considered by the Committee because the application has attracted an objection from a statutory consultee, whilst the officer's recommendation is for approval.

Summary Recommendation

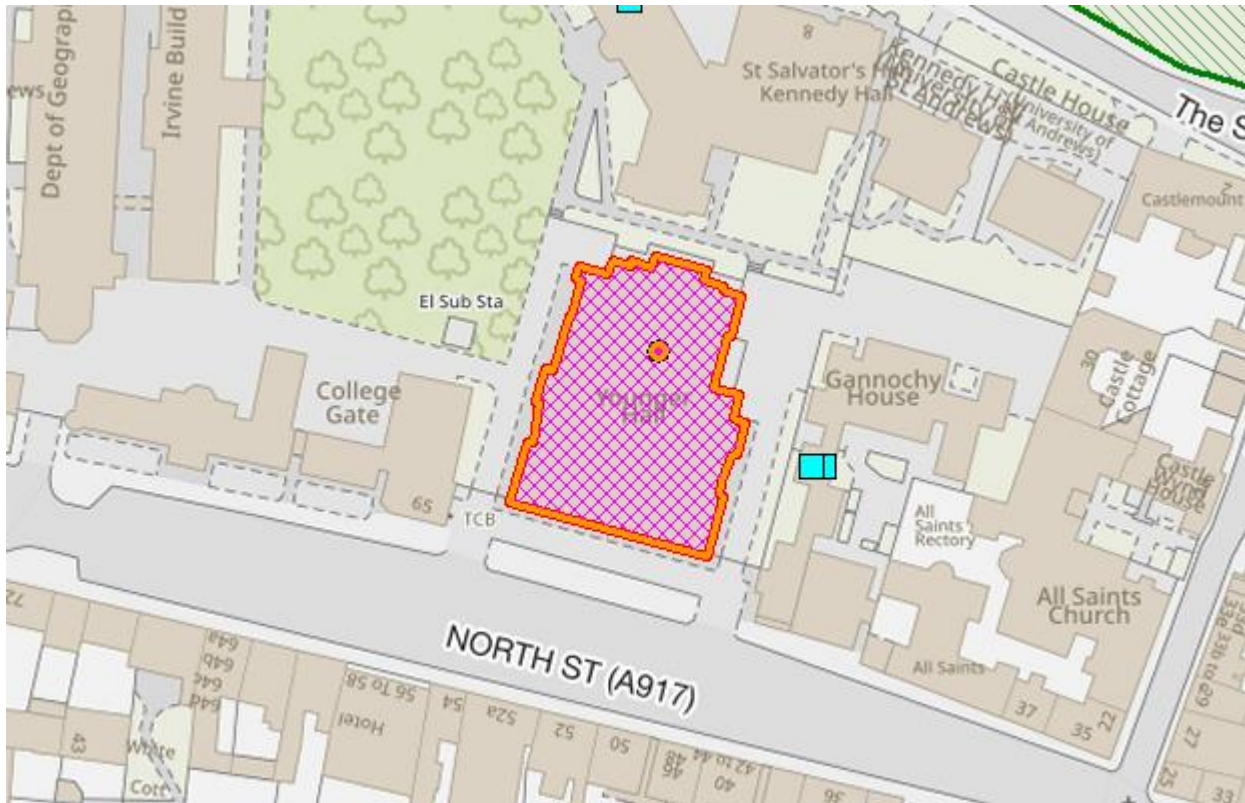
The application is recommended for: Conditional Approval

1.0 Background

1.1 The Site

1.1.1 The application site is the Category B-Listed Younger Hall, North Street, St Andrews (LB48318). The building is a monumental classical, temple-fronted building with Art Deco detail, dating to the 1920s, built to the designs of Paul Waterhouse. It is currently in use as a conference and event space. Younger Hall is located on the north side of North Street toward its eastern end and sits within St Andrews settlement boundary and Conservation Area.

1.1.2 LOCATION PLAN



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1.2 The Proposed Development

Planning consent is sought to install 27 solar panels on the east elevation (side) roof. The solar panels would be Suntech Ultra V Pro STPXXXS - C54 N-type modules.

1.3 Relevant Planning History

03/01158/ELBC - Internal alterations to Listed Building (stairlift) - PER - 22/05/03

04/01018/EFULL - Replacement windows - PERC - 25/05/04

04/01019/ELBC - Replacement windows - PERC - 10/06/04

05/01333/EFULL - Alterations to access to building (including new railings) - PER - 01/06/05

05/01334/ELBC - Alterations to access to building (including new railings) - PER - 06/09/05

16/00932/LBC - Internal alterations to listed building including installation of new handrails, extension to existing handrails and installation of glass infill panels to stair balustrades - PERC - 19/05/16

19/01506/FULL - Repair of lead roofs, stonework, pointing, render and metalwork as well as replacement of drainage pipework and roof access ladders as well as installation of lightning protection system - PERC - 30/08/19

19/01508/LBC - Internal alterations including formation of temporary partition, removal of internal fabric and services; external works including installation of lightning protection system, repair of lead roofs, stonework, pointing, render and metalwork as well as replacement of drainage pipework and roof access ladders - PERC - 19/09/19

19/01610/FULL - Installation of replacement windows - PER - 08/01/20

19/01611/LBC - Removal of existing steel framed single glazed windows, repairs and redecoration to existing timber sub frames and installation of new steel framed double glazed windows to match the existing window frame configurations - PER - 08/01/20

19/03601/LBC - Listed building consent for single storey extension to side, formation of access ramps to front, installation of replacement windows/doors, installation of vents, alterations to stone facade and internal access improvements including installation of lifts, down taking/formation of walls and installation of replacement doors - PER - 02/04/20

19/03602/FULL - Single storey extension to side, formation of access ramps and steps to front, installation of replacement windows/doors, installation of vents and alterations to stone facade - PERC - 02/04/20

24/02306/LBC - Listed building consent for installation of roof mounted solar panels - PCO -

24/02338/FULL - Installation of roof mounted solar panels - PDE -

1.4 Application Procedures

1.4.1 Under Section 25 of the Town and Country Planning (Scotland) Act 1997, the determination of the application is to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises of National Planning Framework 4 (2023) and FIFEplan Local Development Plan (2017). Under Sections 59(1) and 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should pay special attention to the desirability of preserving or enhancing the character or appearance of the relevant designated area.

1.4.2 A physical site visit has not been undertaken for this planning application. All necessary information to allow for full consideration and assessment of the proposal was collated digitally using Google imagery (including Google Street View and Google satellite imagery) and GIS mapping. It is considered, given the scale and nature of the proposal, the evidence and information available to the case officer is sufficient to determine the proposal.

1.4.3 The application was advertised in the local newspaper as works in a Conservation Area on 19 September which expired on 10 October 2024. A site notice for a development within a Conservation Area was also placed near the proposed development on 25 September which expired on 16 October 2024.

1.4.4 The application for planning permission is being considered alongside 24/02306/LBC for works affecting a listed building.

1.5 Relevant Policies

National Planning Framework 4 (2023)

Policy 1: Tackling the climate and nature crises

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

Policy 2: Climate mitigation and adaptation

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

Policy 7: Historic assets and places

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

Policy 11: Energy

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

Policy 14: Design, quality and place

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

Adopted FIFEplan (2017)

Policy 1: Development Principles

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

Policy 10: Amenity

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

Policy 11: Low Carbon Fife

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

Policy 14: Built and Historic Environment

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

National Guidance and Legislation

Historic Environment Scotland Policy for Scotland (2019)

Listed Buildings and Conservation Areas (Scotland) Act 1997

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

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

Circular 5/2009 Hierarchy of Developments (2009)

Circular 3/2013 Development Management Procedures (2015)

Historic Environment Scotland – Managing Change in the Historic Environment: Micro-renewables (2016)

Historic Environment Scotland – Managing Change in the Historic Environment: Roofs (2010)

Supplementary Guidance

Supplementary Guidance: Low Carbon Fife (2019)

Low Carbon Fife Supplementary Planning Guidance provides guidance on:
assessing low carbon energy applications

demonstrating compliance with CO2 emissions reduction targets and district heating requirements;

requirements for air quality assessments.

Supplementary Guidance: Making Fife's Places (2018)

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

St Andrews Conservation Area Appraisal and Management Plan (2010)

St Andrews Design Guidelines (2011)

The St Andrews Design Guidelines provide design principles for buildings, streets and shop fronts in St Andrews Conservation Area and on the main approaches to the town.

Other Relevant Guidance

St Andrews Local Place Plan (2024)

2.0 Assessment

2.1 Relevant Matters

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

- Principle of Development
- Design and Visual Impact on a Listed Building and Conservation Area
- Energy and Sustainability

2.2 Principle of Development

2.2.1 NPF4 Policy 11 (Energy) supports development proposals for all forms of renewable technologies. Policy 1 (Development Principles), Part A, of the Adopted FIFEplan (2017) stipulates that the principle of development will be supported if it is either (a) within a defined settlement boundary and compliant with the policies for this location; or (b) is in a location where the proposed use is supported by the Local Development Plan.

2.2.2 The site lies within the St Andrews settlement boundary and consists of a proposal to install roof-mounted solar panels, a form of renewable energy technology. It is therefore considered that the principle of development accords with the above noted policies and acceptable in principle. Other material considerations are discussed below.

2.3 Design and Visual Impact on a Listed Building and Conservation Area

2.3.1 Policies 7, 11, and 14 of NPF4, policies 1, 10, 11, and 14 of FIFEplan Local Development Plan (2017), Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, Historic Environment Policy for Scotland (HEPS) (2019), Historic Environment Scotland's (HES) Managing Change in the Historic Environment guidance documents apply in regard to this site. St. Andrews Design Guidelines (2011), the St. Andrews Conservation Area Appraisal and Management Plan (2010) also apply to this application.

2.3.2 NPF4 Policy 7 (Historic assets and places) and FIFEplan Policy 14 (Built and Historic Environment) supports development where it will not harm important historic or architectural fabric. NPF4 Policy 7 also states that development proposals will only be supported where the character and appearance of the Conservation Area is preserved or enhanced and that proposals should be informed by national policy and guidance on managing change in the historic environment.

2.3.3 NPF4 Policy 11 (Energy) states that all forms of renewable low carbon technologies shall be supported provided their design will demonstrate that there will not be significant impacts visually, especially upon the historic environment, and on the landscape. Policy 11 states that significant weight will be placed on the contribution of the proposal to renewable energy generation targets and that impacts are to be expected from some forms of renewable energy. Where impacts are localised and/or appropriate design mitigation has been applied, they will generally be considered to be acceptable.

2.3.4 Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 states that, in considering whether to grant planning permission for development which affects Conservation Areas or listed buildings, a planning authority shall have special regard to the desirability of preserving the area, the building and its setting or any features of special architectural or historic interest which it possesses.

2.3.5 Historic Environment Scotland Policy Statement (2019) sets out to ensure that works done to listed buildings and sites in Conservation Areas are in the long-term benefit of future generations and contribute to the wider environment. HES Managing Change in the Historic Environment: Micro-renewables (2016) guidance recognises that many sites lend themselves well to some form of micro-renewable energy generation and these should be sited to avoid the main and visible elevations, where possible. It also advises that where solar panels are proposed to listed buildings they should be mounted over existing slates. HES guidance on roofs recognises roofs form important elements in defining the character of a building and when planning works to a roof it is important to understand this contribution. Features such as age, shape and pitch, profile, supporting structure and covering materials define the significance of a historic roof.

2.3.6 FIFEplan Policy 1 (Development Principles) states that development proposals should safeguard the characteristics of the historic environment and is supported by Policy 10 (Amenity) requiring development to account for the visual impact on the area. Development will only be supported if it does not have a significant detrimental visual impact on the surrounding area.

2.3.7 St. Andrews Design Guidelines 62 and 63 also highlights the importance of considering townscape context when assessing development proposals within a Conservation Area to ensure design quality is sufficiently high. Relevant considerations here would include the visual envelope of the site, built form, layout/number, as well as the quality of the design proposal.

2.3.8 The proposed solar panels would be of a standard design, consisting of Suntech Ultra V Pro STPXXXS - C54 N-type modules. The site location along North Street is a prominent location towards the northern limit of the St Andrews Conservation Area, and the proposed siting of the solar panels is to the east slope of the gable roof. The panels would be arranged in three rows covering the majority of the east roof surface, though maintaining space (between 1 and 1.4 metres) below the roof ridge and away from the gables and eaves. The panels would cover an area of approximately 104 square metres of the approximately 185 square metres east roof. The panels would be of a standard solar PV module design, consisting of black PV panels

within a black frame. The design would therefore introduce a significant change to the current red clay pantile roof, though installation of the solar PV panels would be reversible.

2.3.9 Two objections were received citing the potential detrimental impact on the listed building and the Conservation Area, one from the St Andrews Community Council. Fife Council Built Heritage (FCBH) provided feedback on the proposal and raised that sections of NPF4 Policy 7 would apply with regard to the view from St Rule's Tower and surrounding buildings, saying that the proposal would fail to preserve the character and appearance of the Conservation Area and St Andrews Cathedral scheduled monument, though noting that the panels would be mostly, if not entirely, out of view from street level. Due to the works taking place at a height of over 10 metres the Ministry of Defence was also consulted but had no objection to the proposal. HES was also consulted on the related Listed Building Consent and offered no comments on the proposal.

2.3.10 As noted by FCBH, when considering the proposal, public views towards the east roof surface of the building are limited and obscured by both the shallow angle (22-24 degrees) of the gable roof slope and the height of the building (14 metres to the eaves). These elements, in combination with the form and orientation of the building and relation to surrounding buildings results in a roof that is largely obscured from ground level. The immediate views to the roof are from upper storeys of the west side of neighbouring Gannochy House (University of St Andrews student accommodation) and upper rear windows of Kennedy Hall and Castle House (University of St Andrews School of English buildings) to the north. Of these, only two fourth storey residence windows of Gannochy House look directly across to the roof, and are still below the eaves of Younger Hall, with all others having oblique views. The Category A listed building All Saints' Church is located on the opposite side of Gannochy House, but views from the courtyard and church are obscured or blocked by the viewing angle and elements of Gannochy House. The proposed solar panels would primarily be publicly visible from one narrow angle on North Street and from the viewing platform in St Rule's Tower, operated by HES, approximately 300 metres to the east. The viewing platform provides the sole unobstructed view to the east roof, with the view from North Street comprising a view of a section of the roof between elements of Gannochy House.

2.3.11 The proposed placement seeks to maximise solar gain, and the applicant has explained that the level of roof coverage and siting is due to the energy needs of their estate and is part of a wider strategy for de-carbonising the University's energy requirements. The siting on the roofs of the corner towers or flat roof elements, as suggested by the Community Council in their response, would not meet the energy needs in terms of solar gain or space in order to be financially viable. An alternative option would be to site the panels on the western roof, but this would mean they would be visible from the adjacent greenspace and from much of the three-storey University of St Andrews Irvine Building and others.

2.3.12 The distant views from St Rules do change how the building may be perceived but given the distance and diverse range of roof materials across the townscape it is considered that the introduction of the solar panels will not be a significant factor in the appreciation of the character of the listed building from a distance or detrimentally impact the overall quality of the Conservation Area. The Scheduled Monument will also not be significantly impacted, due to the proposed change only being visible from one point. The distances involved, the height of installation, and angle the panels would be positioned suggest there would be little anticipated light glint or glare caused by the proposal. On review, it is not considered that at this distance the vista provided by the viewing platform would be significantly negatively interrupted or wider

townscape likewise impacted. It is also considered that the proposed location attempts to balance the needs of the technology and visual impact and it is not considered that the one public, unobstructed viewpoint would significantly harm the character of the building or Conservation Area overall and how it is experienced on a daily basis by those using North Street or surrounding roads or routes. The installation of the panels would also be reversible, minimising the long-term impact to the character of the Conservation Area, and a condition is attached to require the reinstatement of the roof when the solar panels are no longer in use for the production of electricity.

2.3.13 Other points raised by FCBH to do with the impact on the listed building are addressed via the proposed conditions attached to the accompanying Listed Building Consent. Thus, though it is recognised that the installation of solar panels will impact the visual amenity of the building, it is not considered that the proposal would significantly impact upon the character and appearance of the existing building or on the surrounding Conservation Area as it is experienced from the majority of public areas. The location on a secondary elevation and at height mean that impacts are localised. This is also considered in context of national policy and HES guidance recognising the place of micro-renewables in sustainable development and NPF4 accepts that some impact is to be expected from some forms of energy development. In light of the above, the proposal accords with meeting the aspirations of NPF4, the Development Plan, and all related guidance in relation to design and visual impact on a listed building and Conservation Area.

2.4 Energy and Sustainability

2.4.1 Policies 1, 2, 7, 11 of NPF4, FIFEplan policies 1 and 11, and St. Andrews Design Guidelines (2011), as well as Local Place Plan apply with regard to energy and sustainability.

2.4.2 NPF4 Policy 1 (Tackling the climate and nature crises) gives significant weight to supporting transformational change to a low carbon economy and in the implementation of renewable energy solutions to ensure emissions are minimised to address the current global climate emergency, in support of Scottish Government policies and legislation requiring reductions in greenhouse gas emissions.

2.4.3 NPF4 Policy 2 (Climate mitigation and adaptation) supports development proposals for retrofit measures to existing developments that reduce emissions or support adaptation to climate change.

2.4.4 NPF4 Policy 7 (Historic assets and places) aims to ensure historic environment is valued, protected, and enhanced, supporting the transition to net zero and ensuring assets are resilient to current and future impacts of climate change and recognises the social, environmental, and economic value of the historic environment.

2.4.5 NPF4 Policy 11 (Energy) intends to encourage, promote and facilitate all forms of renewable energy development, including solar PV modules. It, in combination with FIFEplan Policy 11 (Low Carbon Fife) state that all forms of renewable low carbon technologies shall be supported, and when impacting amenity will place significant weight on the contribution of the proposal to renewable energy generation targets.

2.4.6 The Council's Low Carbon Fife Supplementary Guidance (2019) notes that small and local applications will be expected to provide information on the energy efficiency measures and energy generating technologies which will be incorporated into their proposal.

2.4.7 St. Andrews Design Guidelines point 21 supports an integrated approach to sustainability and highlights that development proposals should meet or exceed Fife Council's requirements for environmental performance. The St Andrews Local Place Plan (LPP) was accepted in 2024 and is required to be considered in decisions but does not form part of the current Development Plan. The LPP includes the national and local aims of addressing Climate Change. Theme 4 "A Climate Friendly Place with a Just Transition to Net Zero" recognises that renewable energy will form part of the future of the settlement and seeks to establish new guidance focusing on renewable implementation and to ensure that any retrofitting will be sensitive to the historic environment.

2.4.8 The use of solar panels is an accepted form of low-carbon energy production, contributing to national and local climate goals. The applicant submitted technical specifications of the proposed solar panels in support of the proposal which would consist of Suntech Ultra V Pro modules with an efficiency of 22.5%, which is towards the higher end of efficiency (23% considered the best commercially available according to the UK Department for Business, Energy & Industrial Strategy) for this technology for energy generation from sunlight.

2.4.9 The proposal would positively contribute to the production of electricity and heat from renewable sources, in line with the relevant national climate change targets, NPF4, and St Andrews University's own Environmental Sustainability Strategy aiming to achieve net zero by 2035. It is proposed as part of the strategy for improving building efficiencies and energy supply infrastructure throughout the University of St Andrews estate. The significant weight NPF4 places on considering the contribution of renewable energy is also considered. Recent planning permissions for the site have also related to energy efficiency measures for the building.

2.4.10 Therefore, it is considered that the proposed development accords with the above policy and guidance in relation to energy and sustainability.

3.0 Consultation Summary

Built Heritage, Planning Services	No objection
Ministry of Defence	No objection
Community Council	Objection

4.0 Representation Summary

4.1 Two objections were received raising visual amenity and impact on the character of a listed building and conservation area, one of which was from the Community Council.

4.2 Material Planning Considerations

4.2.1 Objection Comments:

Issue	Addressed in Paragraph
a. Visual impact on Conservation Area	2.3.8-12
b. Impact on listed building	2.3.8-12

4.2.2 Other Concerns Expressed

Issue	Comment
a. Ability of roof to bear weight of solar panels	Details to be required by condition attached to related LBC

5.0 Conclusions

The application has been assessed against the terms of the local development plan and national policies with respect to the principle of development, design and visual amenity and impact on a listed building and Conservation Area, and energy and sustainability. While the application is generally acceptable in light of the current emphasis on decarbonisation and climate change, a condition has been applied to secure the reinstatement of the roof at the end of the lifetime of the solar panels in order to minimise the long-term impact on the character of the building and Conservation Area. Therefore, subject to this, it is concluded that the application complies with all relevant national and local policies and guidance.

6.0 Recommendation

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

CONDITIONS:

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

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

2. When the solar PV or solar thermal equipment hereby approved is no longer needed for, or capable of, the generation of electricity or the production of heat, the approved equipment shall be removed from the site and the roof shall be fully reinstated to its preinstallation state. Works will be completed within six months of the cessation of energy production.

Reason: In the interest of maintaining the fabric of the building once the lifetime of solar PV panels expires and minimising any visual impact from solar panels no longer in use.

7.0 Background Papers

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

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

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

[Planning Guidance](#)

Other Guidance

Making Fife's Places Supplementary Guidance (2018)

Fife Council's Low Carbon Fife Supplementary Guidance (2019)

National Guidance Historic Environment Policy Scotland (HEPS) (April 2019)

Historic Environment Scotland (HES) Managing Change in the Historic Environment - Micro-renewables (2016)

The St. Andrews Design Guidelines (2011)

The St. Andrews Conservation Area Appraisal and Management Plan (2010)

St. Andrews Local Place Plan (2024)

Report prepared by Benet Davis, Planning Assistant

Report reviewed and agreed by Alastair Hamilton, Service Manager(Committee Lead) 4.3.25

Committee Date: 12/03/2025

Agenda Item No. 12

Application for Listed Building Consent

Ref: 24/02306/LBC

Site Address:	Younger Hall, 89 - 99 North Street St Andrews
Proposal:	Listed building consent for installation of roof mounted solar panels
Applicant:	University Of St Andrews, Estates Department Woodburn Place
Date Registered:	12 September 2024
Case Officer:	Benet Davis
Wards Affected:	W5R18: St. Andrews

Reasons for Referral to Committee

This application requires to be considered by the Committee because the application is for a Local Development in terms of the Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009 and is associated with another form of consent for consideration by the Committee and It is expedient for both applications to be considered by Committee.

Summary Recommendation

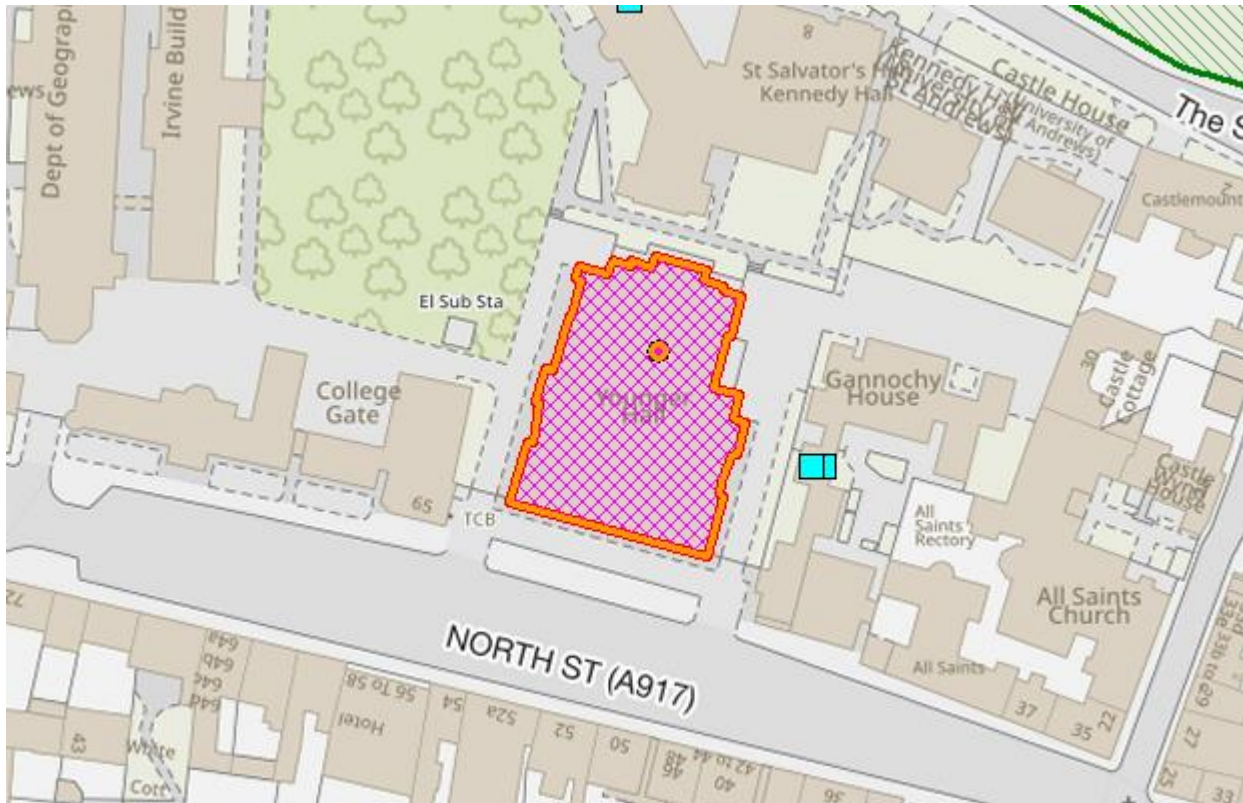
The application is recommended for: Conditional Approval

1.0 Background

1.1 The Site

1.1.1 The application site is the Category B-Listed Younger Hall, North Street, St Andrews (LB48318). The building is a monumental classical, temple-fronted building with Art Deco detail, dating to the 1920s, built to the designs of Paul Waterhouse. It is currently in use as a conference and event space. Younger Hall is located on the north side of North Street toward its eastern end and sits within St Andrews settlement boundary and Conservation Area.

1.1.2 LOCATION PLAN



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1.2 The Proposed Development

Listed building consent for installation of roof mounted solar panels.

1.3 Relevant Planning History

03/01158/ELBC - Internal alterations to Listed Building (stairlift) - PER - 22/05/03

04/01018/EFULL - Replacement windows - PERC - 25/05/04

04/01019/ELBC - Replacement windows - PERC - 10/06/04

05/01333/EFULL - Alterations to access to building (including new railings) - PER - 01/06/05

05/01334/ELBC - Alterations to access to building (including new railings) - PER - 06/09/05

16/00932/LBC - Internal alterations to listed building including installation of new handrails, extension to existing handrails and installation of glass infill panels to stair balustrades - PERC - 19/05/16

19/01506/FULL - Repair of lead roofs, stonework, pointing, render and metalwork as well as replacement of drainage pipework and roof access ladders as well as installation of lightning protection system - PERC - 30/08/19

19/01508/LBC - Internal alterations including formation of temporary partition, removal of internal fabric and services; external works including installation of lightning protection system, repair of lead roofs, stonework, pointing, render and metalwork as well as replacement of drainage pipework and roof access ladders - PERC - 19/09/19

19/01610/FULL - Installation of replacement windows - PER - 08/01/20

19/01611/LBC - Removal of existing steel framed single glazed windows, repairs and redecoration to existing timber sub frames and installation of new steel framed double glazed windows to match the existing window frame configurations - PER - 08/01/20

19/03601/LBC - Listed building consent for single storey extension to side, formation of access ramps to front, installation of replacement windows/doors, installation of vents, alterations to stone facade and internal access improvements including installation of lifts, down taking/formation of walls and installation of replacement doors - PER - 02/04/20

19/03602/FULL - Single storey extension to side, formation of access ramps and steps to front, installation of replacement windows/doors, installation of vents and alterations to stone facade - PERC - 02/04/20

24/02306/LBC - Listed building consent for installation of roof mounted solar panels - PDE -

24/02338/FULL - Installation of roof mounted solar panels - PDE -

1.4 Application Procedures

1.4.1 Under Sections 14(2) and 59 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should have special regard to the desirability of preserving a Listed Building or its setting or any features of special architectural or historic interest which it possesses.

1.4.2 A physical site visit has not been undertaken for this planning application. All necessary information to allow for full consideration and assessment of the proposal was collated digitally using Google imagery (including Google Street View and Google satellite imagery) and GIS mapping. It is considered, given the scale and nature of the proposal, the evidence and information available to the case officer is sufficient to determine the proposal.

1.4.3 The application was advertised in the local newspaper as works to a listed building on 19 September which expired on 10 October 2024, and in the Edinburgh Gazette on 17 September which expired on 8 October 2024. A site notice for a development impacting a listed building was also placed near the proposed development on 25 September which expired on 16 October 2024.

1.4.4 An application for planning permission: 24/02338/FULL for installation of solar panels is also on this agenda.

1.5 Relevant Policies

National Planning Framework 4 (2023)

Policy 1: Tackling the climate and nature crises

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

Policy 2: Climate mitigation and adaptation

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

Policy 7: Historic assets and places

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

Policy 11: Energy

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

Adopted FIFEplan (2017)

Policy 1: Development Principles

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

Policy 14: Built and Historic Environment

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

National Guidance and Legislation

Historic Environment Scotland Policy for Scotland (2019)

Listed Buildings and Conservation Areas (Scotland) Act 1997

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

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

Circular 5/2009 Hierarchy of Developments (2009)

Circular 3/2013 Development Management Procedures (2015)

Historic Environment Scotland – Managing Change in the Historic Environment: Micro-renewables (2016)

Historic Environment Scotland – Managing Change in the Historic Environment: Roofs (2010)

Historic Environment Scotland Interim Guidance on the Principles of Listed Building Consent (2019)

Supplementary Guidance

St Andrews Conservation Area Appraisal and Management Plan (2010)

2.0 Assessment

Under Section 14(2) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, in determining the application the planning authority should have special regard to the desirability of preserving a Listed Building or its setting or any features of special architectural or historic interest which it possesses.

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

National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for

the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan.

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

2.1 Relevant Matters

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

- Design, Visual Impact and Impact on a Listed Building
- Energy and Sustainability

2.2 Design, Visual Impact and Impact on a Listed Building

2.2.1 Policies 7 and 11 of National Planning Framework (NPF) 4, Policies 1 and 14 of FIFEplan (2017), Section 59 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, Historic Environment Policy for Scotland (HEPS) (2019), Historic Environment Scotland's Managing Change in the Historic Environment, and Making Fife's Places Supplementary Guidance (2018) documents apply in regard to this site.

2.2.2 NPF4 Policy 7 (Historic assets and places) and FIFEplan Policy 14 (Built and Historic Environment) supports development where it will not harm important historic or architectural fabric. NPF4 Policy 7 also states that development proposals will only be supported where the character and appearance of the listed building and its setting are preserved or enhanced and that proposals should be informed by national policy and guidance on managing change in the historic environment.

2.2.3 NPF4 Policy 11 (Energy) states that all forms of renewable low carbon technologies shall be supported provided their design will demonstrate that there will not be significant impacts visually, especially upon the historic environment, and on the landscape. It also states that significant weight will be placed on the contribution of the proposal to renewable energy generation targets and that impacts are to be expected from some forms of renewable energy. Where impacts are localised and/or appropriate design mitigation has been applied, they will generally be considered to be acceptable.

2.2.4 This is also considered by Sections 59 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 and states that, in considering whether to grant planning permission for development which affects listed buildings, a planning authority shall have special regard to the desirability of preserving the area, the building and its setting or any features of special architectural or historic interest which it possesses.

2.2.5 HEPS advises that development proposals involving listed buildings should have high standards of design and should maintain their visual setting, while taking account of the needs of sustainable development where development meets the needs of the present without compromising the ability of future generations to meet their own needs. HES Managing Change

in the Historic Environment: Micro-renewables (2016) guidance recognises that many sites lend themselves well to some form of micro-renewable energy generation and these should be sited to avoid the main and visible elevations, where possible. It also advises that where solar panels are proposed they should be mounted over existing slates in order to protect the historic fabric of the building. HES guidance on roofs recognises roofs form important elements in defining the character of a building and when planning works to a roof it is important to understand this contribution. Features such as age, shape and pitch, profile, supporting structure and covering materials define the significance of a historic roof.

2.2.6 HES Interim Guidance on the Principles of Listed Building Consent (2019) states that knowing what is important about a building is central to an understanding of how to protect its special interest. Where a proposal involves alteration or adaptation which will have an adverse or significantly adverse impact on the special interest of the building, planning authorities, in reaching decisions should consider carefully: a. the relative importance of the special interest of the building; and b. the scale of the impact of the proposals on that special interest; and c. whether there are other options which would ensure a continuing beneficial use for the building with less impact on its special interest; and d. whether there are significant benefits for economic growth or the wider community which justify a departure from the presumption against loss of their special interest.

2.2.7 FIFEplan Policy 1 (Development Principles) states that development proposals should safeguard the characteristics of the historic environment and is supported by Policy 10 (Amenity) requiring development to account for the visual impact on the area. Development will only be supported if it does not have a significant detrimental visual impact on the surrounding area.

2.2.8 Making Fife's Places Supplementary Guidance (2018) also sets out the expectation for developments with regards to design. This document encourages a design-led approach to development proposals through placing the focus on achieving high quality design. It additionally sets out that design issues should be considered from the neighbourhood or block scale. This document also illustrates how developments proposals can be evaluated to ensure compliance with the six qualities of successful places. Lastly, the Supplementary Guidance also recognizes that the built environment has been adapted over time to meet changing needs. Protecting the historic environment is not about preventing change but ensuring that changes are appropriate to their location.

2.2.9 The proposed solar panels would be of a standard design, consisting of Suntech Ultra V Pro STPXXXS - C54 N-type modules. The proposed siting of the solar panels is to the east slope of the gable roof. The panels would be arranged in three rows covering most of the east roof surface, though maintaining space (between 1 and 1.4 metres) below the roof ridge and away from the gables and eaves. The panels would cover an area of approximately 104 square metres of the approximately 185 square metres east roof. The panels would be of a standard solar PV module design, consisting of black PV panels within a black frame. The design would therefore introduce a significant change to the current red clay pantile roof, though the installation of the solar PV panels would be reversible.

2.2.10 One objection was received citing the potential detrimental impact on the listed building. Fife Council Built Heritage (FCBH) provided feedback on the proposal and raised that sections of NPF4 Policy 7 would apply with regard to the view from St Rule's Tower and surrounding buildings, saying that the proposal would fail to preserve the character and appearance of the Conservation Area and St Andrews Cathedral scheduled monument, though noting that the panels would be mostly, if not entirely, out of view from street level. They also raised concerns about the lack of details of how the panels will be affixed to the roof and whether the roof could

bear the weight of the panels. HES was also consulted and offered no comments on the proposal.

2.2.11 The special interest of the listed building in this case is the roof, particularly the size, as it is noted as one of the larger pantile roofs in St Andrews. As noted by FCBH, when considering the proposal, public views towards the roof surface of the building are limited and obscured by both the shallow angle (22-24 degrees) of the gable roof slope and the height of the building (14 metres to the eaves). The stepped appearance of the front elevation obscures the profile of the roof when viewed from North Street and only the domed belfry element is visible from the ground from all but one angle. These elements, in combination with the orientation of the building and relation to surrounding buildings results in a roof that is largely obscured from ground level. The immediate views to the roof are from upper storeys of the west side of neighbouring Gannochy House (University of St Andrews student accommodation) and upper rear windows of Kennedy Hall and Castle House (University of St Andrews School of English buildings) to the north. Of these, only two fourth storey windows of Gannochy House look directly across to the roof, and are still below the eaves of Younger Hall, with all others having oblique views. The Category A-listed building All Saints' Church is located on the opposite side of Gannochy House, but views from the courtyard and church are obscured or blocked by the viewing angle and elements of Gannochy House. The proposed solar panels would primarily be publicly visible from one narrow angle on North Street and from the viewing platform in St Rule's Tower, operated by HES, approximately 300 metres to the east. The viewing platform provides the sole unobstructed view to the east roof, with the view from North Street comprising a view of a section of the roof between elements of Gannochy House. The panels would cover the majority of the roof surface, presenting a uniform appearance from a distance. The distant views from St Rules do change how the building may be perceived but given the distance it is considered that the introduction of the solar panels will not be a significant factor in the appreciation of the character of the listed building.

2.2.12 If the panels had been proposed on the western roof, then they would be visible from the adjacent greenspace and from much of the three-storey University of St Andrews Irvine Building. The proposed placement seeks to maximise solar gain, and the applicant has explained that the level of roof coverage and siting is due to the energy needs of their estate and is part of a wider strategy for de-carbonising the University's energy requirements. The siting on the roofs of the corner towers or flat roof elements, as suggested by the Community Council in their response to the accompanying application for planning permission, would not meet the energy needs in terms of solar gain or space in order to be financially viable. On review, it is considered that the proposed location attempts to balance the needs of the technology and impact on the visual character and it is not considered that the one public, unobstructed viewpoint would significantly harm the character of the building overall and how it is experienced on a daily basis by those using North Street or surrounding roads or routes.

2.2.13 The proposal is for the panels to be installed above the existing pantiles and would otherwise avoid direct impact on the structure of the building, meaning no architectural or historic fabric will be significantly impacted. Multiple methods of installation are included in the submitted documents, all of which would result in installation of the panels above the roof surface in accordance with HES guidance.

2.2.14 The applicant has stated that a survey of the roof structure has been undertaken, and the roof is suitable for bearing the weight of the panels. To address FCBH comments a condition requiring the confirmation of the details of the survey is proposed. It is also proposed that the development be subject to a condition requiring reinstatement of the roof at the end of the lifespan of the solar panels, within a period of 6 months of not producing electricity. This is to minimise any long-term impact on the character of the listed building and to maintain the existing material.

2.2.15 Thus, it is not considered that the proposed solar panels would significantly impact the character and appearance of the existing building, as the solar panels would be reversible, and the installation would be to a secondary elevation which is not prominent from nearby viewpoints. The special character, as experienced by most users of this and nearby buildings, would overall be maintained, with no other elements of architectural or historic interest being impacted. In light of the above, the proposal accords with meeting the aspirations of NPF4, the Development Plan, and all related guidance in relation to design and visual Impact on a listed building.

2.3 Energy and Sustainability

2.3.1 Policies 1, 2, 7, 11 of NPF4, FIFEplan policies 1 and 11, and St. Andrews Design Guidelines (2011) as well as Local Place Plan apply with regard to energy and sustainability.

2.3.2 NPF4 Policy 1 (Tackling the climate and nature crises) gives significant weight to supporting transformational change to a low carbon economy and in the implementation of renewable energy solutions to ensure emissions are minimised to address the current global climate emergency, in support of Scottish Government policies and legislation requiring reductions in greenhouse gas emissions.

2.3.3 NPF4 Policy 2 (Climate mitigation and adaptation) supports development proposals for retrofit measures to existing developments that reduce emissions or support adaptation to climate change.

2.3.4 NPF4 Policy 7 (Historic assets and places) aims to ensure historic environment is valued, protected, and enhanced, supporting the transition to net zero and ensuring assets are resilient to current and future impacts of climate change and recognises the social, environmental, and economic value of the historic environment.

2.3.5 NPF4 Policy 11 (Energy) intends to encourage, promote and facilitate all forms of renewable energy development, including solar PV modules. It, in combination with FIFEplan Policy 11 (Low Carbon Fife) state that all forms of renewable low carbon technologies shall be supported, and when impacting amenity will place significant weight on the contribution of the proposal to renewable energy generation targets. The Council's Low Carbon Fife Supplementary Guidance (2019) notes that small and local applications will be expected to provide information on the energy efficiency measures and energy generating technologies which will be incorporated into their proposal.

2.3.6 HES Interim Guidance on the Principles of Listed Building Consent (2019) The majority of listed buildings are adaptable and have met the needs of successive generations while retaining their character. Change should therefore be managed to protect a building's special interest while enabling it to remain in active use. Each case must be judged on its own merits but in general terms listing rarely prevents adaptation to modern requirements but ensures that work is done in a sensitive and informed manner. There is, therefore, a presumption against demolition or other works that adversely affect the special interest of a listed building or its setting. Listed buildings will however, like other buildings, require alteration and adaptation from time to time if they are to remain in beneficial use, and will be at risk if such alteration and adaptation is unduly constrained. In most cases such change, if approached carefully, can be managed without adversely affecting the special interest of the building.

2.3.7 HES Managing Change: Micro-renewables guidance recommends before considering micro-renewables, the energy efficiency of the building should be addressed through building maintenance, equipment upgrades and improvements to the fabric of the building. Solar systems installed on roofs can be heavy, and an appropriate survey should be carried out to determine the structural impact and safety of such systems

2.3.8 St. Andrews Design Guidelines point 21 supports an integrated approach to sustainability and highlights that development proposals should meet or exceed Fife Council's requirements for environmental performance. The St Andrews Local Place Plan (LPP) was accepted in 2024 and is required to be considered in decisions but does not form part of the current Development Plan. The LPP includes the national and local aims of addressing Climate Change. Theme 4 "A Climate Friendly Place with a Just Transition to Net Zero" recognises that renewable energy will form part of the future of the settlement and seeks to establish new guidance focusing on renewable implementation and to ensure that any retrofitting will be sensitive to the historic environment.

2.3.9 The use of solar panels is an accepted form of low-carbon energy production, contributing to national and local climate goals. The applicant submitted technical specifications of the proposed solar panels in support of the proposal which would consist of Suntech Ultra V Pro modules with an efficiency of up to 22.5%, which is towards the higher end of efficiency (23% considered the best commercially available according to the UK Government Department for Business, Energy & Industrial Strategy) for this technology for energy generation from sunlight.

2.3.10 The proposal would positively contribute to the production of electricity and heat from renewable sources, in line with the relevant national climate change targets, NPF4, and St Andrews University's own Environmental Sustainability Strategy aiming to achieve net zero by 2035. It is proposed as part of the strategy for improving building efficiencies and energy supply infrastructure throughout the University of St Andrews estate. Recent planning permissions for the site have also related to improving energy efficiency of the building through replacing windows and other works to reduce energy needs. The proposed works can be considered to follow HES guidance recommending the use of micro-renewables after these aspects have been considered.

2.3.11 Therefore, it is considered that the proposed development accords with the above policy and guidance in relation to energy and sustainability.

3.0 Consultation Summary

Historic Environment Scotland

No comments.

Built Heritage, Planning Services

No objection.

4.0 Representation Summary

4.1 One objection to the proposed development was receiving citing impact to a listed building.

4.2 Material Planning Considerations

4.2.1 Objection Comments:

Issue	Addressed in Paragraph
a. Impact on a listed building	2.2.10-14

5.0 Conclusions

The proposal for listed building consent is considered acceptable in meeting the terms of the Local Development Plan, National Guidelines and relevant supplementary guidance in regard to the impact on the character and setting of a listed building and energy and sustainability. The impact on the character of the building is not considered to be significantly detrimental particularly to an extent which would outweigh the significant weight NPF4 places on considering the contribution of renewable energy and acceptance that some impact is to be expected from some forms of this type of development. Subject to conditions to minimise the impact on the structure and character of the building through controlling how the panels will interact with the building and that the roof will be reinstated at the end of life of the solar panels, the application is considered acceptable.

6.0 Recommendation

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

PRE-COMMENCEMENT CONDITIONS:

1. Prior to the installation of the solar panels a detailed survey demonstrating the suitability of the roof to bear the weight of the approved panels and evidence of the current state of the roof will be submitted to the Planning Authority. No works shall start until the Planning Authority has accepted the details of these documents in writing.

Reason: In order to ascertain the impact on the roof structure and provide a baseline for reinstating the roof to its pre-installation state.

2. BEFORE ANY WORKS BEGIN details of the method of fixture of the PV panels will be submitted to and approved by Fife Council as Planning Authority. Details will include how existing roof tiles will be impacted, including section drawings demonstrating the installation method.

Reason: In order to protect the roof structure and form.

CONDITIONS:

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

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

4. When the solar PV or solar thermal equipment hereby approved is no longer needed for, or capable of, the generation of electricity or the production of heat, the approved equipment shall be removed from the site and the roof shall be fully reinstated to its preinstallation state as recorded in documents approved by Condition 1. Works will be completed within six months of the cessation of energy production.

Reason: In the interest of maintaining the fabric of the building once the lifetime of solar PV panels expires and minimising any visual impact from solar panels no longer in use.

7.0 Background Papers

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

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

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

[Planning Guidance](#)

- National Planning Framework 4
- Historic Environment Scotland Policy Statement (2019)
- Sections 59 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997
- Historic Environment Scotland's Managing Change in the Historic Environment: Micro-renewables (2016)
- St Andrews Conservation Area Appraisal and Management Plan (2010)
- Adopted FIFEplan Local Development Plan (2017)

Report prepared by Benet Davis, Planning Assistant

Report reviewed and agreed by Alastair Hamilton, Service Manager(Committee Lead) 19.2.25

Committee Date: 12/03/2025

Agenda Item No. 13

Application for Full Planning Permission

Ref: 24/02799/FULL

Site Address: Falside Mill Events Venue Kenly Boarhills

Proposal: Change of use from vacant land to form caravan park (siting of 19 caravan pitches) and associated works

Applicant: David Burns and Alyson Burns, Falside Mill Events Venue Kenly

Date Registered: 31 October 2024

Case Officer: Scott McInroy

Wards Affected: W5R19: East Neuk And Landward

Reasons for Referral to Committee

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

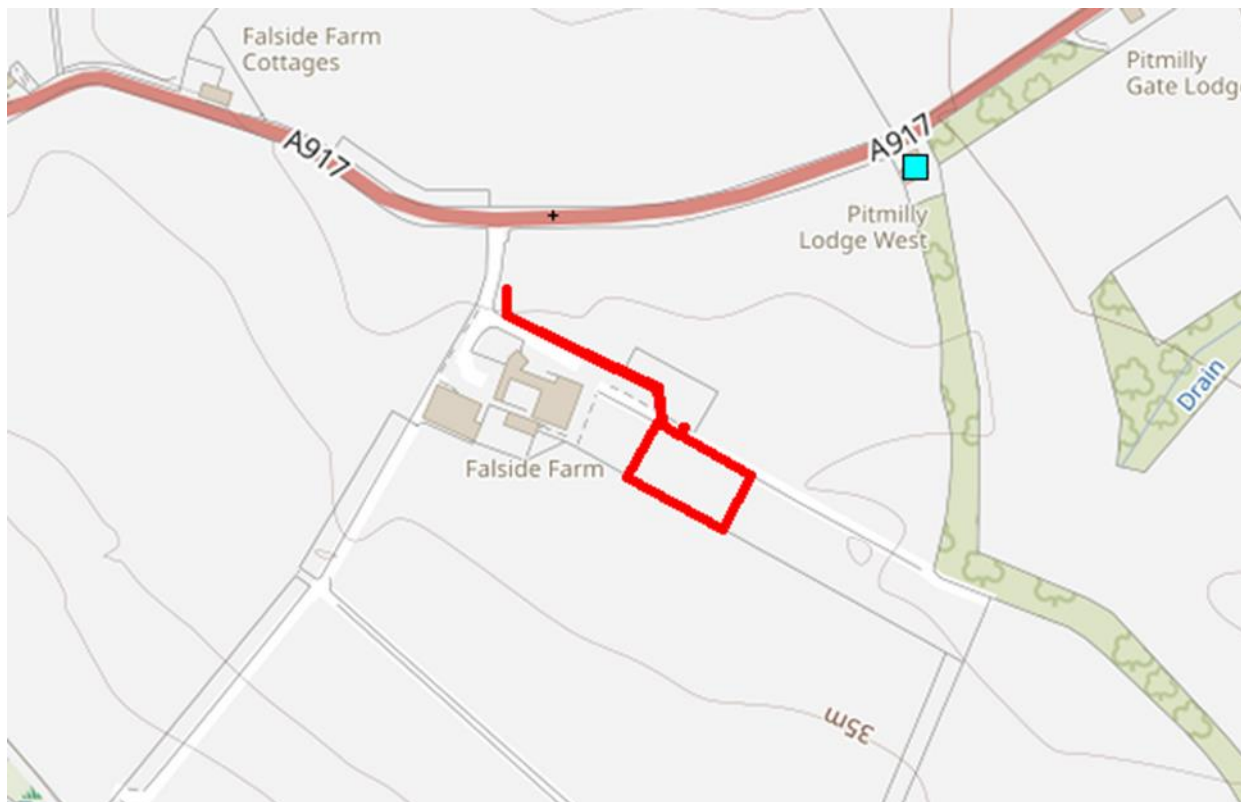
Summary Recommendation

The application is recommended for: Conditional Approval

1.0 Background

1.1 The Site

1.1.1 LOCATION PLAN



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1.1.2 The site relates to part of an area of mown amenity grassland associated with the wedding and events venue at Falside Mill, measuring 0.24 hectares which lies adjacent to, and south east of Falside Mill. The site is located approximately 1.5 miles to the north west of Kingsbarns. and is designated as countryside in the adopted FIFEplan (2017). The site is contained by established hedgerows along the north east and south west boundaries north east is a mature tree belt whilst to the south and west is open fields. The nearest third-party residential dwellings are located at 230m to the north east of the application site. Access to the site is taken via the A917 via the existing access that serves the wedding and events venue. The car park associated with the venue is located to the north west whilst agricultural land, which is in third party ownership, is located to the south west and south east. The application site, which is currently not used for agricultural purposes, is designated as prime agricultural land (Class 3.1) and is generally flat in nature. There are no ecological protected areas, habitats or species are noted within the site.

1.2 The Proposed Development

Planning permission is sought to change the use of an area of amenity grassland to form a small holiday caravan site. The proposed development will comprise of 19 static pitches, the associated drainage infrastructure as well as proposed landscaping and biodiversity enhancement measures. The 19 holiday caravan pitches would measure approximately 6.2 metres by 3.6 metres occupying an area of 22m² per base.

1.3 Relevant Planning History

1.3.1 The recent planning history for the site is as follows:

17/00925/ADV - Advertisement consent for two externally illuminated steel signs - Approved 17.05.2017.

17/00926/FULL- Change of use and external alterations to farm steadings to form events venue including installation of replacement roof, windows and doors, formation of hardstanding and extension to dwellinghouse- Approved 04.12.2017.

18/03514/FULL- Change of use and external alterations of farm steadings to form events venue (Class 11) including replacement roof, windows and doors, formation of access and associated car parking area (amendment to Ref. 17/00926/FULL)- Approved 24.04.2019.

20/00694/FULL - Erection of dwelling house, formation of hardstanding and associated vehicular access - Withdrawn 03.07.2020.

20/02950/FULL- Erection of dwellinghouse, formation of hardstanding and associated vehicular access- Refused 19.04.2021.

21/00179/FULL - Two storey extension to side and rear of dwellinghouse - Approved 23.03.2021.

21/02738/FULL - Erection of 6 no holiday lets with associated access, car parking, boundary treatments and landscaping works - Withdrawn 25.11.2021.

21/03967/FULL - Erection of 6 no holiday lets with associated works - approved 23.02.2022.

23/01828/FULL -Erection of 6 holiday homes with associated hardstanding, access and landscaping - approved 06/12/2023

1.4 Application Procedures

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

1.4.2 National Planning Framework 4 was formally adopted on the 13th of February 2023 and is now part of the statutory Development Plan. NPF4 provides the national planning policy context for the assessment of all planning applications. The Chief Planner has issued a formal letter providing further guidance on the interim arrangements relating to the application and interpretation of NPF4, prior to the issuing of further guidance by Scottish Ministers. The adopted FIFEplan LDP (2017) and associated Supplementary Guidance continue to be part of the Development Plan. The SESplan and TAYplan Strategic Development Plans and any

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

1.4.3 A site visit was undertaken on 21.11.2024.

1.5 Relevant Policies

National Planning Framework 4 (2023)

Policy 1 & 2: Tackling the climate and nature crises.

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

Policy 3: Biodiversity

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

Policy 4: Natural places

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

Policy 11: Energy

NPF4 Policy 11 (Energy) also provides support for all forms of renewable, low-carbon and zero emissions technologies provided associated detrimental impacts are addressed.

Policy 12: Zero Waste

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

Policy 13: Sustainable transport

NPF4 Policy 13 states that development proposals will be supported where it can be demonstrated that the transport requirements generated have been considered in line with the sustainable travel and where appropriate they will be accessible by public transport.

Policy 14: Design, quality and place

NPF4 Policy 14 states development proposals should be designed to improve the quality of an area whether in urban or rural locations and regardless of scale. NPF4 Policy 14 also stipulates development proposals will be supported where they are consistent with the six qualities of successful places: healthy, pleasant, connected, distinctive, sustainable, and adaptable.

Policy 16: Quality Homes

NPF4 Policy 16 aims to encourage, promote and facilitate the delivery of more high quality, affordable and sustainable homes, in the right locations, providing choice across tenures that meet the diverse housing needs of people and communities across Scotland.

Policy 22: Flood risk and water management

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

Policy 29: Rural development

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

Policy 30: Tourism

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

Adopted FIFEplan (2017)

Policy 1: Development Principles

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

Policy 3: Infrastructure and Services

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

Policy 7: Development in the Countryside

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

Policy 10: Amenity

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

Policy 11: Low Carbon Fife

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

Policy 12: Flooding and the Water Environment

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

Policy 13: Natural Environment and Access

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

National Guidance and Legislation

Supplementary Guidance

Supplementary Guidance: Low Carbon Fife (2019)

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

Supplementary Guidance: Making Fife's Places (2018)

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

2.0 Assessment

2.1 Relevant Matters

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

- Principle of Development
- Design and Layout/Visual Impact on the Countryside
- Residential Amenity
- Road Safety
- Infrastructure
- Natural Heritage
- Low Carbon

2.2 Principle of Development

2.2.1 Policies 29 and 30 of National Planning Framework 4 (2023) (NPF4) and Policies 1 and 7 of the Adopted FIFEplan – Fife Local Development Plan (2017); the LDP apply.

2.2.2 Concerns have been raised regarding the principle of development. Policy 29 of NPF4 states that development proposals that contribute to the viability, sustainability and diversity of rural communities and local rural economy will be supported, whilst Policy 30 states that development proposals for new or extended tourist facilities or accommodation, including caravan and camping sites, in locations identified in the LDP, will be supported and proposals for tourism related development will take into account, the contribution made to the local economy and compatibility with the surrounding area in terms of the nature and scale of the activity and impacts of increased visitors; Policy 7 of FIFEplan advises that development in the countryside will only be supported in certain instances. Such circumstance includes diversification of an existing business, extension of an existing business and for facilities for outdoor recreation, tourism, or other development which demonstrates a proven need for a countryside location. However, it further sets out that all development must be of a scale and nature that is compatible with surrounding uses; be well-located in respect of available infrastructure; and be located and designed to protect the overall landscape and environmental

quality of the area. Moreover, in occurrences where development is proposed on prime agricultural land, Policy 7 states that development will not be supported unless it is essential. At present the wedding venue has no on-site accommodation for guests attending weddings or other functions at the steading, this in turn has restricted the growth of the business. Given the nature of the existing business and rural location, providing a space for users to stay overnight is essential for the growth of the business and by providing this adjacent to the venue is a sustainable use of land that is currently unused. Although the site itself isn't allocated in FIFEplan as tourist facility or tourist accommodation (including caravan and camping sites), the application site is an established Wedding and Events venue, and the proposed site of the caravan site would be within the ownership of the existing business and would be located adjacent to the existing rural business. Given that the proposed development would expand an existing rural business on land within the ownership of the business, the principle of the proposal is considered acceptable in terms of NPF4 policies 29 and 30 Policy 7 of FIFEplan subject to a further technical assessment of specific aspects as noted below in this report.

2.2.3 Concerns have been raised regarding the use of prime agricultural land. It is further noted that the application site is as prime agricultural land, however as the application site is a relatively small in size (0.24ha), landlocked and has not been farmed for a number of years it is considered that the loss of this small area of land to caravan site would not have a significant impact on arable or pastoral farming in the area.

2.3 Design and Layout / Visual Impact on the Countryside

2.3.1 The relevant provisions of NPF4 policy 14 and FIFEplan Policies 1, 7 and 10 and Making Fife's Places Supplementary Guidance (2018) apply.

2.3.2 Concerns have been raised regarding the visual impact of the proposed caravans and the lack of detail with regards to floorplans. The application proposal is for the change of use of land to allow for the siting of caravans. As such, any caravan placed on the site must comply with dimensions set out in The Caravan Sites Act 1968. A caravan is defined as any structure composed of no more than two sections, designed or adapted for human habitation that is capable of being moved from one place to another, either by being towed or transported on a motor vehicle or trailer. Maximum dimensions include a length of 20m, a width of 6.8m and an internal floor to ceiling height of 3.05m. Whilst examples of the type of proposed caravan have been submitted with this application, it must be noted that if the change of use is approved, caravans can be replaced without the need for any further planning consent, providing that any replacement continues to meet the definition of a caravan. The agent has confirmed that they consider that the proposals comply with the definition of a caravan. The proposal therefore complies with the relevant policies and guidelines relating to design and visual impact. A condition is attached to ensure only caravans which meet the legal definition noted above can be sited on the pitches.

2.3.3 As any structure placed on the site would be required to comply with the above size restrictions, the siting of 19 holiday caravans on the site would have a modest visual impact on the surrounding area. The proposed 19 caravan pitches will measure approximately 6.2 metres by 3.6 metres occupying an area of 22m² per base. Drawings submitted in support of the application details that the proposed caravans would have a bespoke timber clad "cabin style" finish. The application site itself is screened from public view by the existing hedgerow along the A917 and an existing hedgerow on the northern and southern boundary of the application site, whilst additional planting is proposed around the site, which in turn would limit any views into the application site. Given existing vegetation around the site boundaries, the site would not be fully visible from the surrounding area.

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

2.4 Residential Amenity

2.4.1 The relevant provisions of NPF4 policy 14 and FIFEplan Policies 1 and 10 apply.

2.4.2 Given that the nearest third-party residential property sits 235m to the north east and is separated by an existing mature hedgerow and fields then it is not considered that the proposal would have a significantly detrimental impact on the amenity of any nearby properties.

2.5 Road Safety

2.5.1 Policies 13, 14, and 15 of NPF4, Policies 1 and 3 of the LDP and Making Fife's Places Supplementary Guidance apply.

2.5.2. Concerns have been raised regarding the sustainability of this location. The application site is an established events venue and is located 1.5 miles to the north west of Kingsbarns. Given the nature of the proposal is associated with the existing adjacent business, the proposed car use would be sporadic rather than constant given that the adjacent event venue is only used when booked. Parking for the proposal will be provided on the existing car park associated with the Event venue that is located adjacent to the proposed caravan site and will be connected by a footpath. People currently attending events at this location would either drive here themselves and if they are staying over would stay at a location nearby, therefore there is the potential for less journeys to and from the application site by creating overnight accommodation on site.

2.5.3 Concerns have been raised regarding visibility at the access into the site. Fife Council's Transportation Development Management Service (TDM) were consulted and advised that onward visibility for right turning vehicles is approximately 127m and for stationary right turning vehicles approximately 115m is achievable, this could be improved with the removal of a bush within the adopted verge at 115m which causes a blind spot, on the removal of this forward visibility of stationary vehicles would be greatly improved for on coming and in coming vehicles. TDM have no objections to this application subject to a condition regarding visibility splays.

2.6 Infrastructure

2.6.1 The relevant provisions of NPF4 policy 22 and FIFEplan Policies 1 and 12 apply. Fife Council's Design Criteria Guidance on Flooding and Surface Water Management Plan Requirements (2022) also applies.

2.6.2 The site is not shown to be at risk of flooding from fluvial, surface water or coastal flooding. A drainage layout has been submitted as part of this planning application. Foul drainage from each caravan pitch will connect into an existing packaged foul treatment plant associated with the wedding and events venue. With respect to surface water run-off, it is proposed that each pitch will have a shallow swale. Scottish Water have been consulted and have no objections.

2.6.3 The submission complies with the Council's requirements for full planning permission, with reference to the 'Sustainable Drainage Systems (SuDS) - Design Criteria Guidance Note'. The current proposals will not increase flooding or drainage issues.

2.7 Natural Heritage

2.7.1 Policies 1,3 & 4 of NPF4 (2023), Policies 1, 10 and 13 of FIFEplan Local Development Plan (2017), Making Fife's Places Supplementary Guidance Document (2018), Conservation (Natural Habitats, &c.) Regulations 1994 (as amended), Wildlife and Countryside Act 1981 (as amended), Wildlife and Natural Environment (Scotland) Act (2011) and Nature Conservation Scotland Act 2004 (as amended) Surveys apply in this instance with regard to natural heritage protection and biodiversity enhancement.

2.7.2 An Ecology Survey and Ecological Impact Assessment was submitted with this application and concluded that there would not be any direct or indirect impact to any designated site from the proposed development and that there was negligible potential impact on any protected species. New planting of native species of trees and shrubs are proposed as part of the landscaping which will enhance the local biodiversity. A wildflower meadow and proposed insect tower, hedgehog dome, bird box and bat box are proposed throughout the site to further enhance the biodiversity of the area.

2.7.3 Given the above, it is considered that there is sufficient evidence to conclude that the proposed development would not compromise protected species at this time and local biodiversity enhancements are proposed, thus complies with policies 1 and 13 of FIFEplan.

2.8 Low Carbon

2.8.1 The relevant provisions of NPF4 policies 1, 2 and 14 and FIFEplan Policies 1, 3 and 11 apply. Fife Council's Low Carbon Supplementary Guidance (2019) is also relevant here.

2.8.2 Whilst caravans are not subject to building warrant regulations and as such, are not subject to current carbon dioxide emission reduction targets, the applicant has submitted a Low Carbon Checklist which advises how the proposal would meet the relevant Development Plan policies. The statement advises that the caravans will be manufactured to a high thermal efficiency standard, are built to BS EN 1647 and meet the National Caravan Council Structural Thermal Rating Scheme for Caravan Holiday Homes. In addition, each caravan will incorporate energy efficient measures including LED lighting as well as water conservation systems such as low flow taps and shower heads.

2.8.3 As such, it is considered that the proposed development accords with the above provisions of policy and guidance in relation to low carbon.

3.0 Consultation Summary

Scottish Water	No objection
TDM, Planning Services	No objection subject to condition
Transportation And Environmental Services - Operations Team	No comment
Structural Services - Flooding, Shoreline and Harbours	No objection

4.0 Representation Summary

4.1

9 objections received.

4.2 Material Planning Considerations

4.2.1 Objection Comments:

Issue	Addressed in Paragraph
a. Principle of development	2.2.2
b Prime agricultural land	2.2.3
c. Design and visual impact and lack of floorplans	2.3.2
d. Sustainable location	2.5.2
e. Visibility	2.5.3

4.2.2 Other Concerns Expressed

Issue	Comment
a. Clientele that the applications is aimed at.	Comments noted; however, this is not a material planning consideration in the assessment of this planning application.
b. Comments regarding other applications	Comments regarding other applications are noted, however each application is assessed on its own merits.
c. Comments regarding noise from existing business, noise from potential users of the application site and guest behaviour.	These concerns are noted; however, these concerns are not a material planning consideration with regards this application. In any instance, it should also be noted that Fife Council's Public Protection team can control noise and odours under their own legislative processes and through the use of appropriate enforcement measures if required and should any complaints be received. If any of the potential customers were to litter or cause damage/anti-social behaviour out with the site then this would be considered a matter which could also be dealt with under separate legislation or by separate authorities, outwith the control of the planning system.

Issue

Comment

d. Comments regarding ownership

Comments regarding land ownership are noted. Land ownership itself is not a material consideration in the assessment of this application and is a civil matter between the parties involved.

e. Comments regarding lack of consultation.

Comments noted. Given the nature of the application, the applicant is not required to undertake consultation events. The application was advertised as per the relevant procedures.

f. Comments regarding lack of lighting, ev charging points and power supply

Comments noted; however, this application is regarding the change of use of land and type of caravans proposed could change as long as they meet the definition of a caravan as per the Caravan Act

5.0 Conclusions

The proposal is acceptable in meeting the terms of National Guidance, the Development Plan, and relevant Council Planning Customer Guidelines and is compatible with its surrounds in terms of land use and its siting, design and finish will not have any adverse impact on the amenity of the surrounding area. Subject to the noted condition the proposal is considered to comply with relevant policy and guidance.

6.0 Recommendation

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

CONDITIONS:

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

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

2. Prior to the occupation of the first caravan, visibility splays of 4.5m x 140m shall be provided and maintained clear of all obstructions exceeding 1 metre in height above the adjoining road channel level, at the junction of the vehicular access and the public road, in accordance with the current Fife Council Making Fife's Places Appendix G. These works shall include the removal of the bushes adjacent to the Falside Mill sign on the South side of the access. The visibility splays shall be retained for the lifetime of the development.

Reason: In the interest of road safety; to ensure the provision of adequate visibility at road junctions etc.

3. All planting carried out on site shall be maintained by the developer in accordance with good horticultural practice for a period of 5 years from the date of planting. Within that period any plants which are dead, damaged, missing, diseased or fail to establish shall be replaced annually.

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

4. The holiday accommodation, hereby approved, shall be used as holiday accommodation only, shall not be sold or let as a permanent dwellinghouse and shall not be occupied for a continual period of more than 12 continuous weeks in any calendar year.

Reason: In order to ensure that proper control is retained over the development and that the site does not become permanent residential accommodation.

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

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

7.0 Background Papers

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

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

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

[Planning Guidance](#)

Development Plan:

NPF4 (2023)

FIFEplan Local Development Plan (2017)

Making Fife's Places Supplementary Guidance (2018)

Low Carbon Fife Supplementary Guidance (2019)

Report prepared by Scott McInroy, Planner Development Management

Report reviewed and agreed by Alastair Hamilton, Service Manager(Committee Lead) 4/3/25