

**REPORT TO: PLANNING AND TRANSPORTATION COMMITTEE -  
18 APRIL 2005**

**REPORT ON: FIFE DRAFT STRUCTURE PLAN AND ST ANDREWS AND EAST  
FIFE DRAFT LOCAL PLAN**

**REPORT BY: DIRECTOR OF PLANNING AND TRANSPORTATION**

**REPORT NO: 218-2005**

**1 PURPOSE OF REPORT**

1.1 To advise the Committee of the publication of the Fife Draft Structure Plan and the St Andrews and East Fife Draft Local Plan and to outline matters of interest to Dundee City Council as a neighbouring authority. The Committee is asked to approve this report as Dundee City Council's response to Fife Council on these documents.

**2 RECOMMENDATION**

- 2.1 It is recommended that the Committee
- a notes the publication of the Fife Draft Structure Plan and the St Andrews and East Fife Draft Local Plan;
  - b approves this report which highlights matters of concern to Dundee City Council as neighbouring planning authority;
  - c remits the Director of Planning and Transportation to submit this report to Fife Council as Dundee City Council's formal response to the Draft Plans; and
  - d remits the Director of Planning and Transportation to submit a further report on the Finalised Fife Structure Plan and Finalised St Andrews and East Fife Local Plan when these documents are published.

**3 FINANCIAL IMPLICATION**

3.1 There are no financial implications as a result of this report.

**4 LOCAL AGENDA 21 IMPLICATIONS**

4.1 The Development Plan is a vitally important to managing the use and development of land in Fife. By its nature, it will impact an impact on the full breadth of Local Agenda 21 issues. Of particular concern to this Council is the potential for increased need to travel for commuting and other purposes between Dundee and the significant areas of housing land release that the Draft Structure Plan and Local Plan propose.

**5 EQUAL OPPORTUNITIES IMPLICATIONS**

5.1 None.

## 6 BACKGROUND

- 6.1 Fife Council has prepared and published consultation drafts of the Fife Structure Plan and the St Andrews and East Fife Local Plan. Together, these documents will form the statutory Development Plan for that part of Fife which is geographically closest and therefore has the greatest linkages to Dundee. The public consultation period for both documents runs from 7 March to 2 May 2005. Dundee City Council has been consulted on these Plans as a neighbouring planning authority.
- 6.2 The Draft Fife Structure Plan covers the 20-year period from 2006 to 2026 and will replace the Fife Structure Plan that was approved by Scottish Ministers in July 2002, which looked ahead to 2011. The Draft Structure Plan sets a strategic planning context for the St Andrews and East Fife Draft Local Plan which sets out detailed policies and proposals for the period 2006 to 2016.
- 6.3 The Draft Fife Structure Plan acknowledges that it is being prepared within the context of proposals to modernise the planning system in Scotland. These include proposals for Structure Plans across Scotland to be replaced by City Region Plans for the four main cities. These proposals will result in parts of Fife being within the boundaries of City Region Plans for Edinburgh and Dundee. It is intended that the legislative amendments required to effect this change will come through a Planning Bill which it is anticipated will be published Spring 2005.
- 6.4 Whilst the longer time period for the Draft Fife Structure Plan reflects current Scottish Executive advice regarding strategic planning, this approach is not appropriate in the context of the proposed introduction of City Region planning. For the proposed City Region plans for Edinburgh and Dundee to be effective, it is vitally important that long-term strategic planning for the whole area is considered and established through this process. The current approach by Fife Council seeks to deny this by establishing a long-term development strategy for Fife, undermining the ability of the proposed Strategic Development Plan Authorities to consider and progress their City Region Plans.

### Fife Matters - Consultative Draft Fife Structure Plan 2006-2026

- 6.5 The key issue for Dundee City Council in the consideration of the Fife Structure Plan are proposals for housing land release in north east Fife. The Greater Dundee housing market area extends into this area and includes the settlements of Newport, Tayport and Wormit. However, housing market areas are shaped by land allocation policies and investment in infrastructure. A settlement strategy that changes the geography of opportunity for potential house movers can push housing markets out in new directions.
- 6.6 The Draft Structure Plan identifies a number of settlements throughout Fife for medium scale development (ranging up to 1000 new houses). These settlements include St Andrews, Leuchars/Guardbridge, Cupar and the Tay Bridgehead (which includes Newport, Tayport and Wormit).
- 6.7 The identification of significant areas for new housing close to Dundee would seem to represent a shift in the strategic planning approach in this area from the current Fife Structure Plan, where it is a stated policy objective to constrain migration-led housing development. The development of a significant number of houses within and close to the Greater Dundee housing market area has the clear potential to attract

households from Dundee. This will undermine the development strategy of the Dundee and Angus Structure Plan that seeks to halt and reverse the trends of population decline. The promotion of significant housing development without associated economic development will also lead to increased commuting, putting further traffic pressure on the Tay Road Bridge.

- 6.8 Other specific proposals in the Draft Structure Plan that are relevant to Dundee City Council are the proposed new rail station at Wormit and a park and ride facility at Tay Bridgehead. These proposals seek to encourage more sustainable transport. However, it is noted that whilst a new rail station at Wormit was considered, it was not supported by the Tay Estuary Rail Study. The viability of this proposal is therefore questioned.

#### St Andrews and East Fife Draft Local Plan

- 6.9 The Draft Structure Plan sets a strategic planning context for the St Andrews and East Fife Draft Local Plan which sets out detailed policies and proposals for the period 2006 to 2016. As well as identifying housing sites for development in this period, the Local Plan acknowledges that some of the housing land allocations have the capacity to extend beyond 2016. The Table below details significant development proposals within or close to the Greater Dundee housing market area.

	<b>2006-2016</b>	<b>2016-2026</b>	<b>Total</b>
<b>Newport/Wormit</b>	370	150	520
<b>Tayport</b>	190	235	425
<b>Leuchars/Guardbridge</b>	345	625	970
<b>Cupar</b>	584	0	584
<b>Total</b>	1489	1010	2499

- 6.10 Fife Council has divided the Local Plan area into two housing market areas. In accordance with the Draft Fife Structure Plan, 45% of the total housing land requirement for the St Andrews housing market area and 40% for the Cupar area is expected to be for affordable housing to meet local needs established through the Local Housing Strategy. These proportions represent very significant amounts of the total housing land provision in the Local Plan area. The targeting of these houses to meet local affordable housing needs will result in a much reduced amount of new general needs housing that would be available and could attract house purchasers from Dundee.
- 6.11 However, it will be vitally important that clear mechanisms are established to control the occupation of affordable housing developed under this approach to ensure that it is satisfying the local needs. Without such controls, affordable housing in this part of Fife could attract households from Dundee, further undermining strategies to reduce housing related out-migration from the City.
- 6.12 In addition to these housing matters, the Draft Local Plan identifies a site north of Newport Primary School for a park and ride facility and safeguards a site for a new rail halt at Wormit.

## **7 SUMMARY AND NEXT STEPS**

- 7.1 Whilst recognising the statutory requirement that development plans be regularly reviewed and kept up to date, the publication of the Draft Fife Structure Plan and the St Andrews and East Fife Draft Local Plan must be seen within the context of imminent changes to the framework for development planning in Scotland. These changes will include a requirement that strategic development plans should be prepared for the Edinburgh and Dundee city regions. The likelihood is that legislation setting out this requirement will be introduced during the lifetime of the current Scottish Parliament.
- 7.2 It is entirely appropriate that the Strategic Development Plan Authorities that will be charged with the responsibility of preparing City Region Plans for Edinburgh and Dundee are able to consider the role that appropriate parts of Fife should play in meeting strategic planning objectives. The advancement of the Draft Fife Structure Plan 2006-2026 together with the St Andrews and East Fife Draft Local Plan will clearly constrain their ability to do this. In light of the timescales involved, which will likely see work commence on City Region Plans prior to the approval of the Fife Structure Plan, it is suggested that Fife Council should reconsider its approach.
- 7.3 The issue of meeting housing demand will be a key consideration in the proposed Dundee City Region Plan. The proposals in the Draft Fife Structure Plan to release a significant amount of housing land within and close to the Greater Dundee housing market area could undermine the development strategy of the approved Dundee and Angus Structure Plan that seeks to halt and reverse housing related out-migration from Dundee. The long-term strategy for housing land release in this area should be considered through the City Region Planning process and as such, the advancement of development proposals through the Draft Structure Plan and Local Plan is considered premature.

## **8 CONCLUSION**

- 8.1 Fife Council is seeking representations on the Draft Fife Structure Plan and the St Andrews and East Fife Draft Local Plan by 2 May 2005. It is recommended that this Committee Report be submitted to Fife Council as Dundee City Council's response to the Draft Plans.
- 8.2 At present, it is Fife Council's intention to consider representations received prior to submitting a Finalised Fife Structure Plan to Scottish Ministers in Autumn 2005 and publishing a Finalised St Andrews and East Fife Local Plan. At these stages Dundee City Council will have the opportunity to consider matters once again and to submit formal objections if appropriate.

## **9 CONSULTATIONS**

- 9.1 The Chief Executive, Depute Chief Executive (Support Services), Depute Chief Executive (Finance) and Assistant Chief Executive (Community Planning) have been consulted and are in agreement with the contents of this report.

**10 BACKGROUND PAPERS**

10.1 Draft Fife Structure Plan 2006-2026

10.2 St Andrews and East Fife Draft Local Plan

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25 March 2005

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