

<b>PROJECT BRIEF</b>		<b>Document</b> Ref: <b>LCP</b> POL 08/Local Landscape Designation  <b>Version: final</b>
<b>Programme: Local Development Plan</b>	<b>Project:</b> Fife Local Landscape Designation Review	
<b>Author: Jenny Racionzer</b>		<b>Date: 6 August 2007</b>

## 1.0 BACKGROUND

### 1.1 Introduction

The landscape of Fife is currently evaluated through locally designated 'Areas of Great Landscape Value'. These areas were originally designated following the publication of Circular 2/1962 Development Plans: Areas of Great Landscape Value and Tourist Development Proposals. Fife County Council amended the Development Plan in 1968 with a report, Areas of Great Landscape Value, which identified specific areas to be protected and included a written statement of their general character and quality.

- 1.2 These areas have been subsequently revised and current Local Plans show significantly different coverage from that originally designated. However, there appears to be no available background which describes why these designated areas were chosen or justifies the subsequent changes to their boundaries. The current reference to AGLVs relies on an imprecise graphical boundary on Local Plan proposals maps and associated policies.

### 1.3 Local Plan Policies

Fife's adopted Local Plans all contain policies relating to Areas of Great Landscape Value, albeit with varying policy wording and justification (see *Appendix 1 to Project Brief - example 1*). The policy emphasis, however, is consistent in that it does not create a presumption against development. It aims to protect the landscape resource through high quality design in development, where it is acceptable in terms of other development plan policies.

- 1.4 Other development plan policies (but these are not specific to AGLV) have complemented AGLV policy by:
- requiring that a specific type of development should not adversely impact on landscape (see *Appendix 1 to Project Brief - example 2*);
  - requiring that a development proposal should include appropriate landscaping and recognise the importance of existing site features (see *Appendix 1 to Project Brief - example 3*).

- 1.5 The St. Andrews & East Fife Finalised Draft Local Plan does not include a specific Area of Great Landscape Value policy. However, AGLVs are retained within development and design policies (see *Appendix 1 to Project Brief - example 4*). This policy should, in its operation, provide a similar level of protection to these specifically valued landscapes as the earlier 'AGLV policy'. In response to consultation on the Draft Plan there was concern that there was no policy specific to the protection of AGLVs.

### 1.6 Landscape Character Assessment

As part of the National Programme of Landscape Character Assessment, a study was jointly commissioned by Scottish Natural Heritage and Fife Council to provide a detailed assessment of the

landscape of Fife. The Fife Landscape Character Assessment (D Tyldesley and Associates 1999) considers the likely pressures and opportunities for change in the landscape and makes recommendations, in the form of guidelines, for the conservation, restoration, enhancement and management of the landscape in the form of guidelines. This assessment is one of the few carried out in Scotland at a scale of 1:25 000.

- 1.7 The report highlights that Landscape Character Assessment does not identify areas that are perceived to be of greater value than others. It cannot, therefore, be used to review Areas of Great Landscape Value.
- 1.8 The Landscape Character Area report recommends that a review of the criteria, scope, extent, distribution and particularly representativeness of the AGLV designation would be appropriate in light of the analysis of the Landscape Character Areas. It was highlighted that some important landscapes, which are characteristic of the Fife landscape, might not be represented in the designations. Additionally, it notes that there are areas that have remained intact and distinctive and free of development. One of the ways in which this character may be maintained is through landscape designation.
- 1.9 **Recent Guidance**  
In 2003, Scottish Natural Heritage started a review of local landscape designations informed by developing national policy. The 'Guidance on Local Landscape Designations' (Historic Scotland/Scottish Natural Heritage 2005) provides a resource for local authorities reviewing their local landscape designations. At the core of this new approach is the recognition that an understanding of both the natural and historic environment underlies the approach to landscape designation. The guidance indicates that landscape character assessment is the starting point to creating a robust methodology for the review of local landscape designations.
- 1.10 The Scottish Landscape Forum was established by SNH in 2006 to facilitate discussion, prepare advice and promote action to improve the care of Scotland's landscape. This includes consideration of the European Convention on Landscape and review of planning policy guideline NPPG14: Natural Heritage. The outcomes of the first meetings of the Forum indicate potential actions for Scotland's landscapes which can usefully inform approaches to landscape assessment/quality at present.
- 1.11 **Summary – Need for Review**  
A review of Fife's approach to landscape designation/assessment, in a land use planning context, is required for various reasons including:
  - Clarification is needed of why certain areas are currently designated as AGLVs and given policy protection;

- Responses received during the preparation of the St. Andrews and East Fife Finalised Draft Local Plan have indicated concern over the proposal to drop the AGLV designation.
- The current mapping of the AGLV boundaries is not sufficiently precise to meet the requirements of the current Local Development Plan programme;
- Scottish Natural Heritage has recently published 'Guidance on Local Landscape Designations' (2005);
- A better understanding of Fife's landscapes will inform a wide range of initiatives including individual landscape capacity studies, masterplans, development briefs, concept plans and a range of other plans and proposals;
- Landscape considerations are required in Strategic Environmental Assessment.

1.12 It is intended to appoint a consultant to review and make recommendations on new local landscape designations for Fife. This work should progress within a timescale that will enable input to Fife's ongoing programme of Local Plan and Core Path Plan preparation and Minerals Subject Plan review.

## **2.0 PROJECT OBJECTIVES AND SCOPE**

### **2.1 Project Objectives**

- To identify Fife landscapes which have particular value and merit special attention as designated local landscapes.
- To inform a Fife wide 'all-landscapes' approach and future landscape objectives
- To inform the preparation of the Development Plan
- To inform future design guidelines, development briefs, master plans and developers' concept statements
- To support Fife Council's wide ranging objectives, in terms of the key themes of the Fife Community Plan, including the Biodiversity Action Plan process and Core Path Plan process.

### **2.2 Project Scope**

- **Nature of the Work:** The work will cover the development of a systematic and transparent approach to selecting areas for landscape designation. The focus of the work is the selection of appropriate areas for designation – rather than taking existing AGLVs as a starting point for review. This work should refer to 'Guidance on Local Landscape Designation' (SNH/HS 2005) in its approach.
- **Location of Study:** The work will include all of the Fife Council administrative area and some landscapes outwith Fife which may be relevant to assessing Fife's landscape.

- Form of Study: The work will involve desk review and field survey. Stakeholder analysis will be required – of those with a professional, special, community or individual interest – and liaison with information providers.

### **3.0 PROJECT OUTPUTS – BACKGROUND INFORMATION**

3.1 The 'Guidance on Local Landscape Designation' (HS/SNH 2005) outlines the key steps in the process of reviewing landscape designations. The outputs, detailed in 4.0, required from this project relate to carrying out this process.

#### **Stakeholder participation**

3.2 Effective stakeholder participation is required at appropriate stages of the work. It is expected that this will include, comprehensive coverage of special interest, 'action' and community groups, and meaningful input from individuals in the wider Fife community. Stakeholders must be involved in the development of the landscape description and evaluation methodologies and it will be important to see how this engagement has affected the design of the work and its outcomes.

3.3 The consultant may need to sub contract this stakeholder work to ensure appropriate mediation and facilitation skills are available.

3.4 Fife Council is committed to implementing the National Standards for Community Engagement. These seek to achieve good practice and it is imperative that stakeholder participation is designed and carried out in line with these standards and agreed by Fife Council.

3.5 Consideration should be given to arrangements which will allow for publicity and online input through the fife direct website.

3.6 The work should also be presented, at appropriate stages, to Fife Council officers, and other invitees, along with associated field trips.

#### **Landscape Assessment Criteria**

3.7 In terms of the Fife perspective, consideration should be given to including the following points in the landscape evaluation exercise:

- Landscapes that are intact and distinctive, having been unaffected by development over a considerable period of time and where these may be threatened by development
- Landscapes of particular importance to the setting of settlements, as a whole, or particular aspects of the settlement (such as the historic cores of St. Andrews and Dunfermline)

- Landscapes which provide community identity, provide a sense of place or promote an image of Fife at a local, regional or national level.
  - Landscapes which are unique to Fife, or uncommon elsewhere.
  - Landscapes which provide key views, in to and away from, important built and natural heritage assets
  - Landscapes which provide cultural associations such as with literature, music, art or local history or which have spiritual associations
  - Landscapes which provide green corridors between settlements and the countryside and significant open spaces within settlements
  - Landscapes which provide access and recreation opportunities for local people and visitors.
  - Landscapes which support biodiversity
  - Landscapes with key views from outwith Fife's boundaries, including from the sea and rivers Forth and Tay
  - Landscapes which are the subject of, or support other Fife wide strategies, plans and projects
- 3.8 An examination of zones of visual influence of key locations, including important cultural sites, transport corridors and viewpoints should be considered in evaluating landscapes.
- 3.9 Consideration should be given to the benefit to the project of perception studies to gauge views on aspects of the landscape along with other techniques such as modelling and scenarios.

#### **Neighbouring Local Authority Areas**

- 3.10 The work will include consideration of land within other local authority areas. It may be relevant to include contiguous land areas, and areas separated by the Firth of Tay and Firth of Forth. The consultant should develop an approach to effectively address this issue, liaise with and invite the participation of other relevant local authorities.

## **4.0 PROJECT OUTPUTS - DETAIL**

### **Output 1**

#### **Project initiation plan**

A plan is required to secure agreement on the method, approach and timescale for delivering the project. A draft plan will be required,

initially, and on its approval by the client the consultant will be fully appointed to the project.

The plan should include a:

- Methodology for the description and assessment of landscape qualities across Fife (based on the information provided in the Fife Landscape Character Assessment, the available Historic Land Use Assessment reports and supported by other relevant information and effective stakeholder involvement)
- Methodology for selecting areas suitable for local landscape designation
- Plan of activity to achieve stakeholder participation
- Project timetable (including presentations/field trips with staff).

The work should be based on the Historic Scotland/Scottish Natural Heritage (2005) 'Guidance on Local Landscape Designations'.

## **Output 2**

**A report describing and assessing local landscape qualities (This will need to be submitted in stages to fit the timetable for Fife's local plan programme – see Note 2 below.)**

This will include:

- Any necessary review of the Fife Landscape Character Assessment in terms of bringing it into this current project (e.g. taking account of the impact of changes to the Landscape Units, especially when related to adjoining units and the proposed designated areas).
- A description and assessment of landscape (including the detailed results of applying the prepared methodology and criteria)
- Details of the way in which stakeholders were involved in this part of the project and how they affected the development and outcome of the work
- Graphical presentation, including photographs and drawings, to illustrate this stage of work
- Mapping (digital and paper) to support this stage of work (see Invitation to Tender for detailed requirements)

**Note 1:** Consideration should be given to the use of the current Fife LCA mapped boundaries for landscape character units as a basis for mapping in this current project. It is acknowledged that the existing character units when assessed together may encompass an area of local landscape quality which they do not do as individual units. Although it is unlikely that the boundaries of proposed designated areas will coincide with this existing mapping the initial use of these boundaries for descriptive work may be useful.

### **Output 3**

#### **A report proposing local landscape designations for Fife (This will need to be submitted in stages to fit the timetable for Fife's local development plan programme – see Note 2 below.)**

This will include:

- An audit of existing local landscape designations within Fife - and other relevant local authority areas - describing their location and general attributes, including the impact of recent development. This will include mapped areas, any designation justification and description, policy background, ongoing work and other related information.
- An audit of other designated and managed areas in Fife (e.g. nature reserves and country parks) and an analysis of how they support landscape protection and enhancement.
- Recommendations on the purpose of pursuing local landscape designations in Fife
- The identification of specific areas for local landscape designation (including the detailed results of the application of the methodology – with reference to the points made in 3.7 - and consideration of 'alternatives').
- A summary of how these specific areas relate to the location, scale and nature of the existing Areas of Great Landscape Value
- Details of the way in which stakeholders were involved in this part of the project and how they affected the development and outcome of the work
- A 'Statement of Importance' for each specific area identified for local landscape designation
- Identified mapped boundaries for the areas for local landscape designation, (paper maps and digital maps to be supplied – see Invitation to Tender for detailed requirements)
- Recommendations for an appropriate land use planning policy framework to support the protection and enhancement of designated areas (taking into account the needs for Local Development Plans to be succinct and focused)
- Recommendations on any specific need for active management of areas identified for local landscape designation

**Note 2**

Proposals for Special Landscape Areas will be included in the consultation stages of Local Plans currently being prepared.

Project planning will need to fit the work with the local development plan programme, committee cycle and timescale for preparing mapping:

- Kirkcaldy and Mid Fife Local Plan –mid December 2007
- St. Andrews and East Fife Local Plan – March 2008
- Dunfermline and West Fife Local Plan – March 2008

The appointed consultant will be asked to show, in the Project Initiation Plan (output 1), how they can schedule aspects of the work to achieve these deadlines.

**5.0 CONSTRAINTS**

- Time available to complete the work. This must be related to the local plan programme.
- The availability of baseline data and specialist staff input from Fife Council, SNH and other bodies necessary for the review.
- The need for stakeholder (including public consultation) as an inherent part of approach to identifying locally important landscapes
- It is intended that costs will be shared between the Council and SNH and the work must demonstrate that it achieved best value for the public purse.

**6.0 ASSUMPTIONS**

- The appointed consultant can fully meet the terms of the brief.
- All existing information related to the review and held by the sponsors will be made available to the consultant.
- The recommendations must take account of the development plan strategy and existing commitments, including planning permissions granted.
- Materials and information used in the project, and the final output, will remain the copyright of Fife Council for future use by the Council.

**7.0 OUTLINE BUSINESS CASE**

## 7.1 How project supports strategy

- Fife's development plan strategy aims to protect and enhance the built and natural environment and promote high standards of design

## 7.2 Reasons why project is needed

- Existing AGLV designation is inadequate and requires review

## 8.0 PRELIMINARY RISK ASSESSMENT

- Insufficient stakeholder involvement or adverse stakeholder opinion
- Poor performance/failure of contractor or client
- Inability to meet technical requirements/changing technical requirements
- Weather constraints
- Lack of funding
- Implications of new Council/Committees in place following local elections on 3<sup>rd</sup> May 2007
- Emerging European and national policy (including the European Landscape Convention and changes to national planning policy)

## 9.0 CUSTOMER'S QUALITY EXPECTATIONS

- The review and resultant recommendations must be reached using an approach acceptable to SNH and Fife Council.
- Stakeholder involvement should be comprehensive, documented in detail and outcomes transparent in relation to final recommendations.
- The outputs must be sufficiently robust to stand up to examination in a public inquiry situation.
- The work must be well presented.

## 10.0 ACCEPTANCE CRITERIA

- Work meets with agreed project initiation plan.

- The work will be produced to a professional high standard.
- Reports will be provided in an electronic format suitable for further reproduction or adaptation by the Council, including publication on the Council's website. The format should be compatible with Microsoft Office software and standard web publication packages. The detailed requirements will be set out in the Invitation to Tender.
- The consultant must have the facility to use and work with GIS. The detailed requirements relating to the provision of geographical information will be set out in the Invitation to Tender.

#### **11.0 REVIEW & REPORTING**

See draft project plan (Appendix 2 to Project Brief) and Invitation to Tender.

#### **12.0 FINANCIAL/BUDGET REQUIREMENTS**

Guideline price (to be indicated in tender) is £50K maximum. A grant has been awarded by SNH for £25K max (less vat) or 50% of the cost if less than this sum.

#### **13.0 TIMING**

See draft project plan (Appendix 2 to Project Brief) and Invitation to Tender.

#### **14.0 ADDITIONAL COMMENT**

Tender to be issued with standard Fife Council Terms and Conditions.

*Project Manager's Signature:* Jenny Racionzer

*Customer/User's Signature:*

*Project Board Executive Approval:* Bill Lindsay

*Date:* 06/08/2007 .....

## **References:**

Fife Landscape Character Assessment (1999) David Tyldesley and Associates

Historic Scotland/Scottish Natural Heritage (2005) Guidance on Local Landscape Designations

Scottish Natural Heritage Landscape Policy Framework Policy Statement No. 05/01

## **Information sources for study:**

The work will require landscape related policy, guidance and research to be considered, including:

- National policy and guidance
- Finalised Fife Structure plan 2006 - 2026:
- Local Plans
- Fife Council Supplementary Planning Guidance on Renewable Energy (subject to consultation until 21 May 2007)
- Fife Council Customer Guidelines
- Fife Landscape Character Assessment (D Tyldesley and Associates 1999)
- Landscape Capacity Studies for selected settlements (Alison Grant 2002/2003)
- Fife Landscape Plans study for selected settlements (Enviros Aspinwall 2002)
- Landscape Assessment Study of St. Andrews (D Tyldesley and Associates 1996)
- Strategic Overview of Golf Course Development in the St. Andrews Area – Strategic Landscape and Visual Appraisal (D Tyldesley and Associates 1999)
- SNH Landscape Policy
- Historic land use assessment reports (RCHAMS)
- Environmental information, including GIS datasets, available using the data provision services of TAPIF EIC (Take a Pride in Fife Environmental Information Centre)
- Information available in the Council's Geographic Information Catalogue
- Information maintained by Development Services – Research and Information – and other Fife Council Services.

Other relevant information should be sought.

## **Appendix 1 to Project Brief**

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### **Example 1**

*Areas of Great Landscape Value*

*Policy COU4*

*Within an AGLV, development which is supported under other policies in this Local Plan must maintain or enhance the character of the landscape through the highest standards of design and finish.*

*Source: Cupar & Howe of Fife Local Plan 2003*

### **Example 2**

*Advertisement and Signs*

*Policy BE20*

*All advertisements are expected to make a positive contribution to the local environment. New and replacement signs shall therefore:*

*(a).....*

*(b) have the minimum necessary impact in their particular street scene, townscape, or landscape context; and*

*Source: Cupar & Howe of Fife Local Plan 2003*

### **Example 3**

*Development Design*

*Policy BE3*

*All new development is expected to make a positive contribution to its immediate environment by:*

*(a) ....*

*(b) maximising the contribution of any existing site features – in particular landform, trees, wildlife habitats and watercourses;.....*

*(g) providing high standards of landscaping and, where appropriate, the creation of wildlife habitats;*

*....*

*Source: Cupar & Howe of Fife Local Plan 2003*

### **Example 4**

*Development Design and Quality*

*Policy E3*

*All new development must make a positive contribution to its immediate environment:*

- (a) .....*
- (b) by providing landscaping, open space provision, habitat creation and enhancement that will result in an overall enhancement to the landscape and environmental quality of the area particularly within AGLVs and their successors;*
- (c) .....*

*Justification*

*.....*

*The Council expects high standards of design and environmental quality in all new developments in order to enhance the built environment and to protect the character of individual areas, in support of the provisions of SPP1. Policy E3 will be applied proportionally to the scale of each development proposal and seeks to ensure that all development makes a positive contribution to its immediate environment.*

*Where development in the countryside is acceptable in principle, the design guidelines in Policies E3 and E16 will apply, to ensure high quality. Sensitive location and siting of development is also essential to its successful integration into the natural environment. The Fife Landscape Character Assessment, which examines the capacity of different landscape types to accommodate development, will therefore be material to locating and minimising the impact of acceptable proposals, as will any Landscape Plans. Areas of Great Landscape Value (AGLVs) have been important in Fife in helping to identify areas where the landscape is held in high regard and have been designated in Fife for many years to protect their special landscape character from unsympathetic development. Landscape character assessment and landscape capacity studies now enable a more specific and detailed assessment to be made of the character and quality of particular landscapes which can form the basis for a more refined and robust local landscape designation. These will inform a review of AGLV designations. It is proposed that this review will be undertaken over the life of the Local Plan. In the meantime, the AGLV designations given in the extant adopted Local Plans for the area will remain in force for development management purposes.*

*Source: St. Andrews & East Fife Finalised Draft Local Plan 2006*





Agree finalised project initiation plan (output 1)	Steering Group																						
		Month	April 07	April 07	April 07	April 07	April 07	April 07	April 07	April 07	April 07	April 07	April 07	April 07	April 07	April 07	April 07	April 07	April 07	April 07	April 07	April 07	April 07
		W/C Mon	9	16	23	30	7	14	21	28	4	11	18	25	2	9	16	23	30	6	13	20	27
<p>Future programming of work to be scheduled by consultant in project initiation plan (output 1). Project planning will need to fit in with the local plan programme, committee cycle and timescale for preparing mapping</p> <ul style="list-style-type: none"> <li>• Kirkcaldy and Mid Fife Local Plan –mid December 2007</li> <li>• St. Andrews and East Fife Local Plan – March 2008</li> <li>• Dunfermline and West Fife Local Plan – March 2008</li> </ul> <p>Contract completed by end April 2008</p>																							

