DEVELOPING LAND

CORE TOPICS:
- Planning permission and when it is required.
- Exceptions for rewilding projects.
- Environmental Impact Assessments and when they are required.

KEY TAKEAWAYS:
- All land and buildings in Scotland have a dedicated registered use (e.g. agricultural, forestry, commercial etc) and any change in use may require planning permission.
- "Development" of land will usually require planning permission.
- Environmental Impact Assessments (EIA) are required for specified activities which are either of a certain scale or are taking place in sensitive areas and may negatively impact the environment.
- There is a separate EIA regime specifically applicable to certain forestry projects.
- Additional specific permissions and licences may be required for any activities impacting water courses.

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1. INTRODUCTION

A key purpose of many rewilding projects is to restore the land to a wilder landscape and in doing so, rewilders should be aware of various land use issues, particularly with regards to planning permission and environmental impact assessments. This note aims to provide a high level overview of these issues.

2. PLANNING PERMISSION

2.1 Overview

Planning permission from the relevant planning authority is required for any development of land in Scotland subject to some exceptions. Development of land means the carrying out of building, engineering, mining or other operations in, on, over or under land or the making of any material change in use of any buildings or land. A key exception to planning permission are developments which are classified as “permitted developments”, as further explained in this note.

Below we have set out planning law considerations that rewilding projects should be considering when rewilding land. Note that, as described below, many planning permission obligations do not apply to land used for agricultural or forestry purposes as they are excluded from the statutory definition of “development”.

There are also a few general points that it is worth being aware of when considering what planning permission may be required for rewilding activities:

- All applications for planning permission in Scotland must be in accordance with the relevant planning authority’s Local Development Plan (“LDP”). LDPs guide decisions on all planning applications and contain the relevant planning authority’s planning policies.
- Please be aware that the Scottish Government are currently preparing their Fourth National Planning Framework (the "NPF4"). This Framework provides guidance to planning authorities on the requirements for LDPs.
- LDPs allocate sites in a planning authority area to be protected as Green Belt areas. The Draft NPF4 at Policy 8 sets out that development proposal within a green belt should not be supported unless it falls within the listed exceptions. Some rewilding practices may fall within the list of exceptions (the list includes development relating to agriculture, woodland creation, forestry, flood risk management and horticulture). However, this will be dependent upon the relevant planning authority’s LDP and the exact rewilding activity that is to take place.
- The Draft NPF4 at Policy 4, sets out the Scottish Government’s high expectations of LDPs to protect natural spaces. This may positively impact landowners applying for planning permission as planning authorities’ LDPs will have to promote the protection and restoration of natural assets, which rewilding can do.

2.2 When is planning permission generally required?

The basic rules mean that planning permission is required for:

- **Building operations**, which include demolition of buildings, rebuilding, structural alterations of or additions to buildings, and other operations normally undertaken by a person carrying on business as a builder.
- **Engineering operations**, which are defined as operations usually undertaken by or under the supervision of an engineer or which would require engineering skills, irrespective of whether an engineer is actually involved.
- **Other operations**, for which there is no definition in the Act. It has been suggested that these are operations of a positive, constructive and identifiable character which result in some physical alteration of the land. In a rewilding context, this could involve e.g., blocking land drains or other activities impacting groundwater levels.
- **Material change in land use**: all land in Scotland has a designated use in accordance with the use classes set out in The Town and Country Planning (Use Classes) (Scotland) Order 1997 (the "UCO"). Certain changes of use are declared to be material and therefore require planning permission (e.g. sub-division of a single dwelling house resulting in its house as two or more separate dwellinghouses) whereas some changes are considered not to involve development and, therefore, do not require planning permission (e.g., a change of use within any class specified in the UCO, or the change of use to agricultural or forestry use (see below)).

The practical application of these definitions is considered in the practical scenarios at the end of this note.

2.3 Are there any exceptions to planning permissions that may apply to rewilding projects?

**Maintenance and improvement works**

Works for the maintenance, improvement or other alteration of any building do not constitute "development" and therefore do not require planning permission to the extent they only affect the interior of the building or do not materially affect the external appearance of a building.

**Permitted developments – general**

There are a number of types of development which are generally "permitted" and therefore do not require specific planning permission. The permitted development rights in relation to agricultural and forestry land (see below) are likely to be some of the most relevant for rewilders. However, depending on exactly what development is being planned, other permitted development rights may also be applicable.

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It is important to note that, whilst permitted development generally does not require planning permission, certain categories – including agricultural and forestry buildings and operation, and demolition – still require completion of a prior notification and approval process. This process allows a planning authority to consider whether a proposal requires closer scrutiny before it is approved.

**Permitted Developments on agricultural and forestry land – Use Classes 18 and 18C**

The Town and Country Planning (General Permitted Development) (Scotland) Order 1992 (the “GPDO”) allows a wide range of developments to proceed on agricultural and forestry land without the need for a full planning application. Some temporary uses of land are also permitted if they run for no more than 28 days in a year.

For the purposes of the GDPO, agricultural land means:

“Land which, before development permitted under Order is carried out, is land in use for agriculture and which is used for the purposes of trade or business and excludes any dwellinghouse or garden or any land used for the purposes of fish farming.”

It will be a question of fact as to whether or not the activities of a particular rewilding project fall within this definition of “agricultural land”. See below for what is meant by “agriculture”.

Under Class 18, permitted agricultural development rights apply to: erecting, extending or altering buildings (other than dwellinghouses); forming, altering or maintaining private roadways, and excavation or engineering operations (although, additional conditions relating to size, nature and location of a development apply and should be referred to in the GDPO).

Permission is only granted for development which is “requisite” for the purposes of agriculture on agricultural land comprised within an agricultural unit. The word “requisite” has caused issues with interpretation in the past and has been understood to mean “reasonably necessary” for agriculture in certain cases.

In addition, Class 18C now allows the conversion of agricultural buildings to a ‘flexible commercial use’, subject to certain conditions and limitations. ‘Flexible commercial use’ is defined and includes use for (among others): shops, food and drink, business, storage or distribution and ‘non-residential institutions’. This last use category has its own detailed definition which includes activities relating to education and the use as a public hall, among others. The building must have been used solely for agricultural use on or prior to 4 November 2019.

Class 22 gives permitted development status to forestry buildings and operations, similar to those permitted for agricultural purposes by Class 18, and subject to similar conditions.

**Exceptions to change of use rules for agriculture and forestry (including afforestation)**

As discussed above, certain changes of use are declared to be material and therefore require planning permission. However, an important exception to this rule, and one which may be important for rewilders, is any change of use from agricultural or forestry.

A change from any use to agricultural use, or between agricultural uses does not require planning permission, although any associated building or other work is considered separately and may require planning permission, unless, of course, it is a permitted development as discussed above.

Provided the primary use is agricultural, no planning permission is required for ancillary uses either, such as the sale of farm produce to the public on a farm (although if produce is brought in for sale, the retail element may become a separate use in its own right and, therefore, require planning permission).

Agriculture has a statutory definition that includes:

“horticulture, fruit growing, seed growing, dairy farming, the breeding and keeping of livestock (including any creature kept for the production of food, wool, skins or fur, or for the purpose of its use in the farming of land), the use of land as grazing land, meadow land, osier land, market gardens and nursery grounds, and the use of land for woodlands where that use is ancillary to the farming of land for other agricultural purposes.”

In addition, the purposes of agricultural use have been held to include the grazing of horses and the keeping of allotments. Even where the agricultural activity takes place entirely within a building or buildings (although this is unlikely to be the case on a rewilding project), this still counts as the use of ‘land’ for the purpose of agriculture and falls within the exemption. Please note that the carrying out of drainage for agriculture or of any other water management project for that purpose (excluding irrigation work) also does not require planning permission.

In terms of forestry, we are given no statutory definition apart from the fact that forestry includes afforestation. Forestry has been held to include “the science and art of forming and cultivating forests, management of growing timber”; it has also been held that forestry and use of land as woodlands does not cease when the timber is grown but may well include operations necessary to render the timber marketable or disposable to profitable use as timber.

**3. WHAT DOES THIS MEAN FOR REWILDERS?**

Much of the land used for rewilding projects will be agricultural or forestry land, and exemptions and permitted rights like those discussed above may help streamline the planning process for some rewilding projects if the activities continue to count as “agriculture” or “forestry”. However, these exemptions are not unlimited, and many conditions apply. ‘Rewilding’ has yet to be defined in statute, which means that there is still a degree of uncertainty as to how rewilding activities, and land used for rewilding projects, fits within current planning laws.
Rewilders may find it helpful to consider the following when determining whether a project requires planning permission, although in each case we would advise seeking guidance from the relevant local planning authority:

- Whilst the definition of ‘agricultural’ under the Act is wide, rewilding activity will not necessarily fall within its scope. For example, it may be argued that an activity is agricultural in nature, and, although there may be certain linkages, it still might prove difficult to convince a planning authority. Rewilders should also be aware of the definition of ‘agricultural land’ and the potential for land to fall out with its scope.

- In addition, there are rules which apply to specific types of land: for example, agricultural activity on historic battlefields or land within 25m of the metalled portion of a trunk or classified road will require planning permission. The 1997 Act should be closely referred to in each case.

- Rewilders should keep in mind that some rewilding projects may constitute a change of use. A change from any use to agricultural use, or between agricultural uses does not require planning permission; however, if a project materially changes the agricultural site’s land use so that all agricultural activity ceases, planning permission may be required.

- Be aware that the character of the use of land is determined by the primary or main use. Once an ancillary or incidental use is no longer subordinate and linked to the main use, or becomes a main use in its own right, a material change of use may have occurred.

- Permitted development rights are extensive, but there are also limitations. For example, even if a new building is designed for agricultural purposes, it must still meet the various conditions set down in the Act. It is also important to remember that the GDPO introduced a prior notification and approval procedure in respect of certain categories of permitted development, and this includes agricultural and forestry buildings and operations.

- Regarding forestry, without the matter being tested and in the absence of a statutory definition, it is unclear whether planting a forest for its biodiversity and climate benefits, with no intention to fell the trees, constitutes “forestry” for these purposes – however, it is arguable that this still falls within “forming and cultivating forests”. To avoid breaching planning law, rewilders should exercise caution. We would advise seeking advice from the local planning authority in each case.

4. ENVIRONMENTAL IMPACT ASSESSMENTS

4.1 What are EIAs?

Environmental Impact Assessments (EIA) are a means of drawing together, in a systematic way, an assessment of the likely significant environmental effects arising from a proposed development.

The aim of EIAs is to protect the environment to ensure that the environmental implications of decision making on development proposals, both positive and negative, are known by the planning authority and are taken into account before decisions are made. EIAs require options to prevent, reduce or mitigate any adverse impacts to be considered and included, to off-set any significant environmental impacts that are identified.

4.2 When are EIAs required?

EIAs under the Town and Country Planning (Environmental Impact Assessment) Scotland Regulations 2017 (the “2017 Regulations”)

An EIA is always required by developments covered by Schedule 1 of the 2017 Regulations: this focuses on larger developments, such as airports or motorways and is unlikely to be relevant to rewilding projects.

Developments under Schedule 2 of the 2017 Regulations may require an EIA. An EIA will only be required for development that is likely to have significant effects on the environment by virtue of among other things, its nature, size or location. It is for the planning authority (or, in some cases, the Scottish Ministers) to determine whether an EIA is required. As such, it is possible that some activities undertaken within a rewilding project could be a Schedule 2 development and require an EIA.

This is determined through what is known as a screening opinion. If the authority adopts a screening opinion that the development is likely to have significant effects on the environment, then it becomes what is known as an ‘EIA development’ and an assessment is required.

The more environmentally sensitive the location, the more likely it is that the effects on the environment will be significant and will require an EIA. Certain designated sites are defined in regulation 2(1) as sensitive areas – for example, sites of special scientific interest (SSSIs) and national parks – and these will require an EIA in most cases of Schedule 2 developments.

We have highlighted below examples of Schedule 2 development that may be relevant to rewilders and which require EIAs in circumstances where they meet various size thresholds or are being undertaken in sensitive areas:

- Water management (excluding irrigation projects);
- Permanent camp sites (that exceed 1 hectare); and
- Reclamation of land from the sea.

For more detailed guidance on whether an EIA is required for a specific rewilding project please refer to NatureScot’s Environmental Impact Assessment Handbook V5 and seek independent legal advice on whether an EIA is required.

[20] Water management (excluding irrigation projects);
[22] Permanent camp sites (that exceed 1 hectare); and
EIA for forestry projects

There is a specific EIA regime applicable to forestry projects which are likely to have significant effects on the environment by virtue of factors such as nature, size or location and which meet various other criteria. Note that if a forestry project requires an EIA this must also be submitted to Scottish Forestry. Please refer to their guidance when making an application.

5. FOREST AND WOODLAND MANAGEMENT

5.1 Felling Permissions

The felling of trees in Scotland is regulated through the issuing of Felling Permissions. A Felling Permission provides legal authority to fell the trees covered by the permission and may include conditions for example to ensure trees are replanted.

There are a number of specified circumstances in which Felling Permissions are not required. A full list is available. Of likely most relevance to rewilding, Felling Permissions are not required. A full list is available. There is a specific EIA regime applicable to forestry projects which are likely to have significant effects on the environment by virtue of factors such as nature, size or location and which meet various other criteria. Note that if a forestry project requires an EIA this must also be submitted to Scottish Forestry. Please refer to their guidance when making an application.

Note that there is not a general exemption permitting the felling of trees affected by ash dieback. This guidance note provides useful information on permissions required for felling trees affected by this disease.

Therefore, for example, if a rewilding project intends to fell trees affected by ash dieback, a Felling Permission would be required (which may include conditions as to replanting) unless the trees are still young and have trunks of less than 10cm at a height of 1.3 metres above ground level.

6. MANAGEMENT OF MOORLAND

Rewilding projects in Scotland should be aware that 38% of Scotland is moorland. Although it’s unlikely to form part of rewilding activities, any burning of moorland vegetation (including grass and gorse) should be planned, it will need to comply with the provisions of the Hill Farming Act 1964.

The Muirburn Code, produced for the Scottish Government by Scotland’s Moorland Forum, provides good practice guidance for burning and cutting of vegetation. It also sets out statutory restrictions, and to highlight these the word ‘MUST’ is used. If these restrictions are not followed, the muirburn activity will be in breach of statute.

7. ACTIVITIES IMPACTING WATER

Any activities which may affect Scotland’s water environment (including groundwater) are subject to very detailed regulations which are beyond the scope of this note. If you intend to undertake any activities including e.g. creating new bodies of water or re-naturalising rivers and streams, you may need additional licences and authorisations. Please consult the Scottish Environment Protection Agency (SEPA) website for information.

8. PRACTICAL SCENARIOS

The following hypothetical examples illustrate how planning law may apply in practice.

Landholder A holds mixed land. Some of it is arable (on which they currently grow cereal crops), some of it is pasture (on which they graze sheep and cattle) and there is a large area of upland heath where the sheep graze in the summer months. Part of the upland heath is a SSSI due to the fact that it is important foraging territory for raptors and a good example of dwarf-shrub heath plant communities. There is also a barn where the sheep are lambed and sheared as well as some sheds where the cattle are housed in winter. Finally, there is a 4 hectare plantation of mature larch.

EXAMPLE 1: EXTENSIVE GRAZING OF EX-ARABLE LAND

Landholder A intends to stop growing cereal on her arable land and allow natural succession, plant a few individual trees and allow extensive grazing with the purpose of creating a ‘shifting mosaic of habitats’, i.e., it will be a dynamic habitat, neither permanent woodland, scrub nor open. Selective tree planting and grazing will be used to realise that purpose. The fences in the ex-arable land will be removed and gaps broken into hedges so that the ex-arable land can be extensively grazed. A part of it, about 1 hectare, will be fenced off and made into a campsite with yurts in the summer months and a permanently plumbed in toilet block.

In respect to the land, this shifting mosaic may be interpreted as agriculture under the statutory definition, as case law has previously interpreted agriculture to include the grazing of horses and keeping allotments to fall within this definition. If this is correct and given that the land is already being used for agriculture, there would be no change of use of the land and planning permission should not be required.
On the other hand, the use of the land as a campsite would not be interpreted as agricultural activity and may constitute a change of use requiring planning permission. If it is a permanent campsite which exceeds 1 hectare, then an EIA will also be required.

Lastly, in respect of the yurts and toilet block, planning permission will likely be required. Any buildings, structures or works not designed for agricultural purposes are excluded for the purposes of permitted development on agricultural land. This is a long-established principle.

In all these scenarios, it would be prudent for Landholder A to take professional advice and consult her local planning authority.

EXAMPLE 2: GRAZING ANCIENT BREED CATTLE

Landowner A intends to continue to graze the grazing land (together with the ex-arable land), but to have ancient breed cattle. The livestock will graze extensively and become hefted (i.e., become accustomed to living on that particular piece of land without human assistance). The ex-grazing area will be nudged towards developing into woodland pasture - some of the individual trees and clumps of trees will be fenced off to protect them from the stock. The cattle and sheep will be sold for meat.

This use of cattle and sheep may be considered to be agriculture, particularly given that their meat is to be sold, meaning that these activities are unlikely to require planning permission as they will not constitute a change in land use.

As regards the fenced off woodland pasture, the use of land for woodlands where that use is ancillary to the farming of land for other agricultural purposes is also considered to be agriculture under the Act. Given that this woodland will be planted alongside the sheep and cattle, planning permission is probably not required (provided that the use as woodland continues to be ancillary to the farming aspects).

EXAMPLE 3: REWETTING PEAT AND RE-ESTABLISHING OSIER WILLOW

Landowner A intends to block the land drains on her upland heath with the aim of rewetting the peat. This may cause seasonal heathland ponds to appear (i.e., they will fill up in the winter and then evaporate/drain in the summer).

Peatland restoration is a key policy aim of the Scottish Government, and the Town and Country Planning (General Permitted Development and Use Classes) (Scotland) Amendment Order 2020, introduces new Class 20A, specifying permitted development rights for peatland restoration projects. This means that planning permission may not be required (although, the project will still have to go through the prior notification/prior approval process).

As such activities may impact groundwater, additional authorisations or licences may be required from SEPA.

Osier land is within the statutory definition of agriculture, and this would include the five years where they were re-establishing without the presence of sheep and so this would be unlikely to require planning permission.

EXAMPLE 4: CONSTRUCTION OF BIRD HIDE

Landowner A intends to construct a small, temporary bird hide overlooking the heath, for winter bird watching together with a short, raised wooden walkway to access the hide.

Whether or not the construction of the bird hide requires planning permission probably depends on how long it will be in situ. Class 15 authorises the use of land (other than a building or the curtilage of a building) for any purpose except as a caravan site or an open-air market for a maximum period of 28 days in any calendar year, as well as the erection or placing of moveable structures on the land for the purposes of that use. If the hide will be erected for less than 28 days in one year, it may benefit from this authorisation. However, if it will be in place for more than 28 days in one year, planning permission may be required.

EXAMPLE 5: USE OF BARN FOR YOGA AND CRAFT WORKSHOPS

Landowner A intends to continue to use the barn for lambing, shearing and storing hay, but at other times to let the barn for yoga workshops and craft demonstrations.

The new use Class 18C permits conversion of agricultural and forestry buildings to a commercial use, which means that planning permission may not be required. Detailed rules govern these new permitted development rights, for example, the building must have been used solely for agricultural use on or prior to 4 November 2019, the cumulative floor space of any buildings developed under this class must not exceed 500sqm, and the building to be converted cannot be listed. This list is not exhaustive, and Landholder A should take professional advice and consult her local planning authority.
EXAMPLE 6: VARIOUS CONSTRUCTIONS TO FACILITATE ACCESS TO CAMPSITE AND BARN

Landowner A intends to demolish the cattle shed and pave over the track from the public road to the barn to create better access to the barn and camp site and use the area of the demolished sheds for parking.

Class 70 of the GDPO grants planning permission for the complete demolition of buildings (subject to certain limitations and conditions). Despite this, unless the demolition is urgent or necessary on the grounds of safety, there is generally a requirement to apply to the planning authority for prior approval (although not to submit a full application). If the demolition works are likely to have significant effects on the environment, then an EIA may also be required.

In terms of the paving work, if it is not either made of a porous material or designed to let water run off to a porous area, planning permission will need to be applied for. You should always check with your council’s planning department to see whether you need to apply for planning permission.

EXAMPLE 7: FELLING OF LARCH AND NATURAL SUCCESSION UNDER GRAZING

Landowner A intends to fell the larch and allow natural succession under grazing, to create woodland pasture.

Felling permission may be required unless one of the exemptions listed is available. A forestry EIA may also be required depending on the specific nature of the forest.

As regards the use of land for grazing, this is included within the definition of agriculture, as well as the use of land for woodlands where that use is ancillary to the farming of land for other agricultural purposes. If this is correct, there would be a change of use of the land from forestry to agriculture. Given that any change of use to agriculture does not require planning permission (see above), planning permission should not be required.

However, as in all these scenarios, it would be prudent for Landowner A to take professional advice and consult her local planning authority.
ENDNOTES

1. s28 of the Town and Country Planning (Scotland) Act 1997 ("the 1997 Act")
2. s26 the 1997 Act
5. S 26(4) of the 1997 Act
7. s26(2)(a) of the 1997 Act
8. These are set out in The Town and Country Planning (General Permitted Development) (Scotland) Order 1992 (the "GPDO")
9. Sch 1 Part 6, GDPO 1992
10. R v Secretary of State for the Environment ex parte
11. s 26(2)(e) of the 1997 Act
12. s 277(1) of the 1997 Act
19. Schedule 1 and 2 of The Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2017 lists when EIAs are required. Further Guidance to these regulations is set out in the Planning Circular 1/2017: Environmental Impact Assessment Regulations.
20. Regulation 4 of The Agriculture, Land Drainage and Irrigation Projects (Environmental Impact Assessment) (Scotland) Regulations 2017
22. Environmental impact assessment—flowchart – Lexis®PSL, practical guides... (lexisnexis.com)
23. Regulation 5(1) of The Forestry (Environmental Impact Assessment) (Scotland) Regulations 2017. See in particular the definition of "EIA forestry project" in section 2. See also the Scottish Government's Control of Woodland Removal Policy.
24. 678 (forestry.gov.scot)
25. Forestry and Land Management (Scotland) Act 2018 provides the legal basis for the regulation of forestry in Scotland, and includes the requirement to be in possession of a Felling Permission to fell trees. The Forestry (Exemptions) (Scotland) Regulations 2019 and The Felling (Scotland) Regulations 2019 include further detailed provisions about the operations of Felling Permission procedures.
WHO'S BEHIND THIS GUIDANCE?

REWILDING BRITAIN

This note is part of a range of information produced by Rewilding Britain and The Lifescape Project to provide practical guidance to rewilders. Each is designed to help rewilding practitioners across Britain overcome common barriers in their rewilding journey, as identified through conversations with members of our Rewilding Network.

Rewilding Britain’s Rewilding Network provides a central meeting point for landowners, land and project managers and local groups in Britain, offering opportunities for collaboration and allowing smaller landowners to take on larger-scale rewilding together. If you find this useful, please consider joining the Network, where those in Britain can explore these issues further with others in the same boat.

The Lifescape Project

The Lifescape Project is a rewilding charity using a multi-disciplinary approach to achieve its mission of catalysing the creation, restoration and protection of wild landscapes. Lifescape’s legal team is working to support rewilders in understanding how the law applies to their activities and pursuing systemic legal change where needed to support the full potential of rewilding. These notes form part of Lifescape’s Rewilding Law Hub which aims to provide a legal resource centre for those wanting to manage land in accordance with rewilding principles.

JOIN THE CONVERSATION

We’d love to hear what you’ve found useful in these notes and where we can help fill gaps in the guidance so that we can make sure they remain an up-to-date practical tool for rewilders.

Get in touch with us at:

The Lifescape Project: Elsie Blackshaw-Crosby, elsie.blackshaw@lifescapeproject.org