## THE HIGHLAND COUNCIL

## CAITHNESS, SUTHERLAND & EASTER ROSS PLANNING APPLICATIONS AND REVIEW COMMITTEE – 19 May 2009

## 09/00012/FULSU Erection of house and integral garage. Installation of septic tank and soakaway. Erection of 6.62m high wind turbine at land south of 119 Clachtoll, Lochinver, Sutherland

## Report by Area Planning and Building Standards Manager

## SUMMARY

This application seeks detailed consent for the erection of a house and integral garage, installation of a septic tank and soakaway and erection of a 6.62 metre high wind turbine at land south of Clachtoll, Lochinver, Sutherland.

Seven letters of representation and a Community Council objection have been received.

## The Recommendation is to GRANT planning permission subject to conditions.

Ward Number 1 - North West & Central Sutherland

Applicant – Miss H Theakston & Mr Graham Acreman

## 1. PROPOSAL

- 1.1 The detailed proposal comprises the erection of a house and integral garage, septic tank, soakaway and 6.62m high wind turbine. The site is located within a headland area to the south of the caravan and campsite at Clachtoll. The site is accessed via a track leading from the B869. The western part of the site is exposed open grazing ground with sandy areas towards the coastal edge. The southern and eastern parts of the site comprise rocky outcrops which rise upwards towards the road to the east. There are ruinous settlement remains at the north of the site.
- 1.2 The proposed one and a half storey house takes a mainly linear form and includes pitched roof dormers on the front and rear elevations. The garage with accommodation above is located at the eastern end of the house and is stepped down from the main ridge line. There is a small single storey lean-to projection on the central part of the front elevation which joins the main roof face.
- 1.3 This application was submitted alongside two prior notifications for an agricultural shed and a polytunnel. These developments have permitted development rights under The Town and Country Planning (General Permitted Development) (Scotland) Order 1992. The agricultural shed is to be located to the north of the house and the polytunnel to the south east.

Agenda Item	4.1
Report No	22/09

It was determined that prior approval was required and would be subject to the conclusion of a badger survey which is detailed in paragraph 7.4 below. The badger survey was carried out and concluded that there would be no significant impact upon the badger community in the area. The agricultural notifications were therefore deemed acceptable. As the agricultural shed and polytunnel take the form of permitted development they are not being reported to Committee.

## 2. PLANNING HISTORY

2.1 None.

## 3. PUBLIC PARTICIPATION

- 3.1 Seven letters of representation against the application have been received relating to the following matters:
  - The access to and works for the house and associated buildings may well impact on some significant plant communities in the vicinity.
  - On the highest part of the 'Split Rock', on the landward side, are the remains of an Iron Age Dun. Between the Dun and the proposed development are the best preserved lazy beds in Assynt. At its lowest point the headland is being eroded by the sea from both the north and south, creating sandy inlets. We suspect that there may be much robbed remains of an outer bank associated with the Dun across the gap between the two bays.
  - The late 19<sup>th</sup> century remains of a croft house, outbuildings and enclosures lie just to the east and are as usual sited in folds in the landscape to afford protection from wind.
  - The proposed house is very large and in a prominent position which will dominate the whole headland.
  - If dykes or fences were constructed along the site boundary lines, even if provided with gates or styles for public access, then the impression created would be of a privately owned headland with the lazy beds and Dun in the front garden.
  - The proposed turbine would be an intrusive feature which could be sited much less prominently
  - The development is inappropriate to the site which is within the National Scenic Area and is important for tourism.
  - The area south along the coast from Clachtoll towards Achmelvich is a favourite one among the visitors to the area as well as residents.
  - There has hitherto been unrestricted access to the 'Split Rock' and the sandy coves to the south of it. If the public were to be funnelled into a gateway or stile, erosion would be severely concentrated and become an ongoing problem.
  - The proposed industrial scale buildings and long, visible access road will amount to a substantial development of a previously empty landscape, thus changing the character irrevocably.
  - Assynt depends on tourism revenue and I am concerned that a new development should compromise the desirability of Clachtoll as a holiday destination.
  - Stone should be sourced outwith the site without compromising other sensitive areas.

- The access road is close to the boundary with Tigh na Craig. The construction noise and mess will be detrimental to their business and their electricity supply and pipe leading to the septic tank could be damaged.
- The development will disturb the two groups of badgers that live in the area where the work is to be carried out. Hen Harriers nest close to the proposed development.
- The proposal will have a detrimental impact upon important geological features of the area.
- 3.2 One letter of support has been received from the Assynt Crofters Trust. The letter includes the following points:
  - The Trust is very much in support of crofters endeavouring to actively utilise and manage croft and grazing land. The Trust is also keen to encourage younger people and families to live, or to continue to live, in the area. It is our understanding that the applicants, who are currently living in Lochinver, intend to live and work on the croft.
  - We support the applications, on the understanding that any requirements as part of the planning process will be met.
- 3.3 The letters of representation are available in the Area Office and will be available at the Committee meeting. The names of those making representation are listed at the end of this report.

## 4. VIEWS OF APPLICANT

- 4.1 The applicants have provided a full written response to the letters of objection plus an attached photographic appendix which can be found at the end of this report. In summary, the applicants have given the following response to the above representations:
  - As requested, the applicants have commissioned a badger survey which concludes that the proposed development would have no detrimental impact on the badger population.
  - The existing pedestrian access across the area is currently hazardous and only accessible to the able bodied. The current access is very narrow in places and has resulted in serious erosion. The proposal retains the existing access and better access over the improved farm track, providing safe access to the headland and the southern boundary of the croft.
  - The proposed access follows an existing tractor access and is to be constructed of compacted aggregate, as a traditional farm track.
  - Some representations referred to the agricultural buildings as industrial both structures will be to support the working of the croft.
  - There is no intention to remove or use materials from existing ruins or the Iron Age Dun. The existing access track runs between the ruins and the proposed access road will follow a similar line, providing suitable radii for construction, agricultural and emergency vehicles.

- The intention is to erect the turbine remote from access tracks, the ruins and the level accessible area, positioning it within rocky outcrops but below the skyline to minimise visual impact.
- The applicants intend to reintroduce land management, reduce grazing and stabilize the current erosion.
- Both applicants are registered crofters and it is the applicants' intention to sympathetically reintroduce crofting to this neglected registered croft.

## 5. CONSULTATIONS

5.1 **Assynt Community Council** – object to the application. They are concerned that public access to one of Assynt's iconic landmarks may be compromised and that the development will be detrimental to Clachtoll's popularity as a tourist destination. The site location, which appears to be outwith the Local Plan, necessitates the creation of a lengthy access road. Also the proposed house and turbine have a high profile which will appear on the skyline. Overall, these factors suggest an intrusive development, which we feel should receive careful consideration.

### 5.2 Internal Consultees

**TEC Services** – No objections.

**Archaeology** – The application area contains a number of features of archaeological and historic interest including a now ruined settlement with associated cultivation remains and boundary/enclosure walls and a stretch of vitrified wall which may hint at prehistoric occupation of this area. There is a high potential that unrecorded remains survive in the application area. As such, the entire application area should be evaluated in advance of development. It is recommended that a condition is attached that requires that the development area is subject to an archaeological walkover survey in order to establish the historic content and potential.

**Access Officer** – There are two used access routes from Clachtoll which pass through, and close to, the above developments. One route leads to the Clachtoll 'Split Rock' and the other along the coast to Achmelvich via the old mill at Altanabradhan. These routes are not clearly defined on the ground, and the developments themselves are unlikely to affect the exercising of access rights. The location of the dwelling as proposed would be unlikely to create access issues relating to the coastal route to Achmelvich. Access takers should have sufficient reasonable ground to pass behind the property (this may be dictated by any garden fencing installed). Likewise the access track will not restrict public access through the site. However, the erection of garden and other land management fencing and the operation of the agricultural buildings could affect how the public exercise these access rights. Conditions are recommended which ensures the development does not restrict or limit the exercise of access rights.

Contaminated Land - No objections.

## 5.3 External Consultees

**Scottish Water** – No objections. If the connection to public water main requires to be laid through land outwith public ownership, the developer must provide evidence of formal approval from the affected landowner(s). This should be done through a deed of servitude.

**SNH** – Initial consultation response requested that a badger survey be undertaken. SNH were provided with a badger survey which was carried out at the site in March 2009. SNH have confirmed that the development will not significantly affect the badger community living just outside the boundary of the property. They recommend conditions to protect the badgers during the construction process.

## 6. POLICY

6.1 The following policies are relevant to the assessment of the proposal

## Highland Structure Plan:

- G2 Design for Sustainability
- H3 Housing in the Countryside

## Deposit Draft Sutherland Local Plan:

- Policy 3 (Wider Countryside)
- Policy 4.2 (Natural, Built and Cultural Heritage)

## 7. PLANNING APPRAISAL

- 7.1 **Determining issues** Section 25 of the Town and Country Planning (Scotland) Act 1997 requires planning applications to be determined in accordance with the development plan unless material considerations indicate otherwise.
- 7.2 The proposal requires to be assessed against the appropriate policies of the Development Plan, supplementary guidance and National Planning Policy and Guidelines as referred to in the Policy section. In particular, the proposal requires detailed assessment of the following fundamental issues:
  - whether the principle of development is appropriate in terms of policy
  - whether the layout of development is appropriate
  - the impact on the amenity of the area and residents
  - other material issues raised by the objectors
- 7.3 The site is located to the south of Clachtoll and consists of coastal rough grazing and rocky outcrops. The site is accessed via a track which climbs up from the main road to a collection of ruinous buildings. The house is located approximately 70 metres south of these ruins where the land drops down slightly and levels off. The house will be screened to the north, east and south by rock outcrops. However, it is possible that the house may be glimpsed from the headland area to the north west.

Although the proposal is located on an elevated headland area, the natural landscape screens the development from the surrounding area which is located within the Assynt - Coigach National Scenic Area. SNH have commented that it is unlikely that the development will have a significant effect on the special qualities of the NSA. The proposed turbine is similarly located amongst rock outcrops which will screen it from the surrounding area. The exact position of the turbine is to be controlled via a condition requiring the applicant to agree the location with the Planning Authority. The proposal is not considered to present a significant level of visual intrusion which would detract from the visual amenity of the area.

- 7.4 The letters of representation raised concerns that the development will disturb badgers present in the area. SNH requested a badger survey as part of their initial consultation response. The applicant undertook a badger survey of the application site, extending to 50 metres outwith the application boundary. The survey concluded that it was unlikely that the badger community would be disturbed from construction or normal activity attributed to any part of the proposed development. SNH agree with the conclusions of the survey and have advised that the development will not significantly affect the badger community in the area. The proposal is to be conditioned to ensure the safety of the badgers during construction work. SNH did not highlight any other nature conservation issues.
- 7.5 The letters of representation also raise concern over the impact the proposal will have on public access through the site. Access to the area is currently to the north of the site boundary, via a stile to the west of an existing gate. There are two existing access routes which pass through the site. One route leads to the Clachtoll 'Split Rock' to the west and the other to the south, along the coast to Achmelvich. These routes are not clearly defined on the ground. The Council's Access Officer considers that the development is unlikely to affect the exercising of access rights in the area. The location of the dwelling as proposed allows sufficient space to pass around the property. The proposal will be conditioned to ensure that public access is maintained. No fencing is currently proposed as part of the application, however, a condition is proposed that prevents the applicant erecting any fencing or gates without the prior approval of the Planning Authority. This might reasonably be extended to withdrawing Permitted Development rights in respect of free-standing buildings associated with the house, and agricultural buildings, in order to retain a degree of control over the location of any such buildings. A condition is also proposed which ensures that access gates remain unlocked or include pedestrian side gates kept unlocked at all times.
- 7.6 Representations raise the issue of the impact the development will have on archaeological features present in the area. The application area contains a number of features of archaeological interest including a now ruined settlement with associated cultivation remains and boundary/enclosure walls and a stretch of vitrified wall. The Archaeology Unit recommend that the entire application area should be evaluated by walkover survey to establish the historic content and advise that further archaeological work to mitigate the impact may be requested following the results of the survey.

- 7.7 The one and a half storey house takes a traditional rectangular, linear form and the design incorporates traditional features such as pitched dormers, vertical emphasis to windows, 45 degree pitch to roofs and chimneys at each gable end. The proposed materials include natural slate and a white wet dash harl to the walls. The design of the house is considered to be acceptable.
- 7.8 Structure Plan Policy G2 (Design for Sustainability) requires that proposed developments will be assessed on the extent to which they "impact on individual and community residential amenity" and "demonstrate sensitive siting and high quality design in keeping with local character and historic and natural environment". Structure plan Policy H3 (Housing in the Countryside) states that housing of an appropriate location, scale, design and materials may be acceptable. The proposal is considered acceptable in terms of design, location and impact upon the amenity of the area. Therefore, the proposal is considered to comply with the Structure Plan Policies noted above.
- 7.9 Deposit Draft Sutherland Policy 3 (Wider Countryside) supports suitably designed proposal where they are consistent with other policies in the Highland Structure Plan, are in accordance with the existing settlement pattern and landscape character and account for drainage constraints. The proposal is considered to comply with the criteria set out in Policy 3. Policy 4.2 (Natural, Built and Cultural Heritage) applies to the proposal and states that developments will only be allowed that can be shown not to compromise the amenity and heritage resource. There is not considered to be any significant adverse effect upon the natural, built or cultural heritage of the area.

## 8. CONCLUSION

8.1 The proposal is considered to comply with Structure Plan and Local Plan policy as there will be no significant impact upon the amenity of the surrounding area. The badger survey concluded that there will be no significant impact to the badger population in the area. The proposal is not considered to threaten public access to the Clachtoll 'Split Rock' or the coastal route to Achmelvich. An archaeological survey is to be carried out prior to development to ensure there is not detrimental impact upon the archaeological features in the area. Finally, the design of the proposal is considered sympathetic to the surrounding area.

## RECOMMENDATION

## Grant planning permission subject to conditions:

1. Except as otherwise provided by the terms of this permission, the developer shall construct and operate the development in accordance with the plans and supporting information submitted with the application and docquetted as relative hereto with no deviation therefrom unless otherwise approved in writing by the Planning Authority.

Reason: In order to clarify the terms of the permission hereby granted and to ensure that the development is implemented as approved.

2. The roof of the house shall be finished in natural slate.

Reason: In order to ensure that the development harmonises with the appearance and character of the surrounding properties and area.

3. The external walls of the house shall be finished in a white or off-white wet harl.

Reason: In order to ensure that the development harmonises with the appearance and character of the surrounding properties and area.

4. All drainage arrangements shall be provided to the satisfaction of the Planning Authority, in consultation with the Scottish Environment Protection Agency, the Drainage Authority and the Building Standards Authority.

Reason: In the interests of amenity and public health.

5. All access arrangements shall be provided to the satisfaction of the Planning Authority, in consultation with the Roads Authority.

Reason: In the interests of road safety.

- 6. During the construction process the following measures shall be taken to ensure the safety of badgers in the area:
  - Stacked or trench laid pipes i.e. 200mm diameter or greater, shall be capped at the end of each working day.
  - Open trenches or pits having a depth greater than one metre shall have escape ramps provided and shall be visually inspected at the beginning of each day for potential entrapments.
  - Any subsequent action involving a trapped badger shall be referred to the Scottish Society for the Prevention of Cruelty to Animals (SSPCA) or a local badger expert.
  - The builders shall ensure that all chemicals, open containers of nails or other potentially harmful materials are closed when they leave the site at the end of each day and at the weekends.
  - Any potentially harmful discarded materials shall be properly disposed of at the end of each day and at weekends.

Reason: To ensure the safety of the local badger population and compliance with the Protection of Badgers Act 1992.

7. The two access gates shown on the approved plan 1 of 5 shall be kept unlocked at all times or allow for public pedestrian access via unlocked pedestrian access gates, minimum width 1.2 metres.

Reason: To ensure that the development does not restrict or limit the exercise of access rights.

8. Notwithstanding the provisions of Classes 3, 7 and 18 of Schedule 1 to the Town and Country Planning (General Permitted Development) (Scotland) Order 1992 as amended, or any Order revoking and re-enacting that Order, with or without modification, the express approval of the Planning Authority shall be required for any free-standing buildings related to the house; any gates, fences, walls or other means of enclosure; and any agricultural buildings.

Reason: In order to allow the Planning Authority to retain effective control over the development of the site, to ensure that the development does not restrict or limit the exercise of access rights and in the interests of amenity.

9. Prior to the commencement of development, a programme of archaeological work for the preservation and recording of any archaeological features affected by the proposed development, including a timetable for investigation, all in accordance with the attached specification, shall be submitted to and require the approval in writing of the Planning Authority. All arrangements thereby approved shall be implemented by the developer at his expense in accordance with the approved timetable for investigation.

Reason: In order to ensure the protection of the archaeological interest of the site.

10. The exact position of the wind turbine shall be agreed with the Planning Authority prior to work commencing on site.

Reason: In order to ensure the proposal does not appear visually intrusive and to protect the visual amenity of the area which is located within the Assynt – Coigach National Scenic Area.

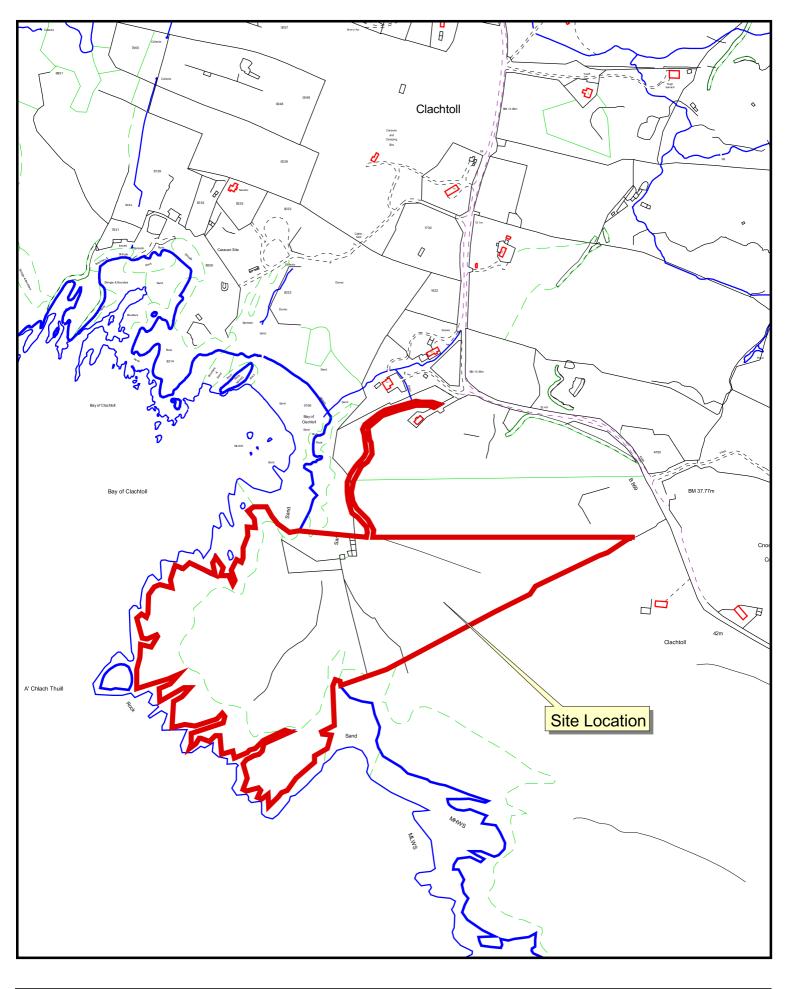
Signature: Allan J Todd

Designation: Area Planning & Building Standards Manager

Author: Rebecca Scott (01408) 635372

Background Papers: As referred to in the report above and case file reference number 09/00012/FULSU

Date: 5 May 2009





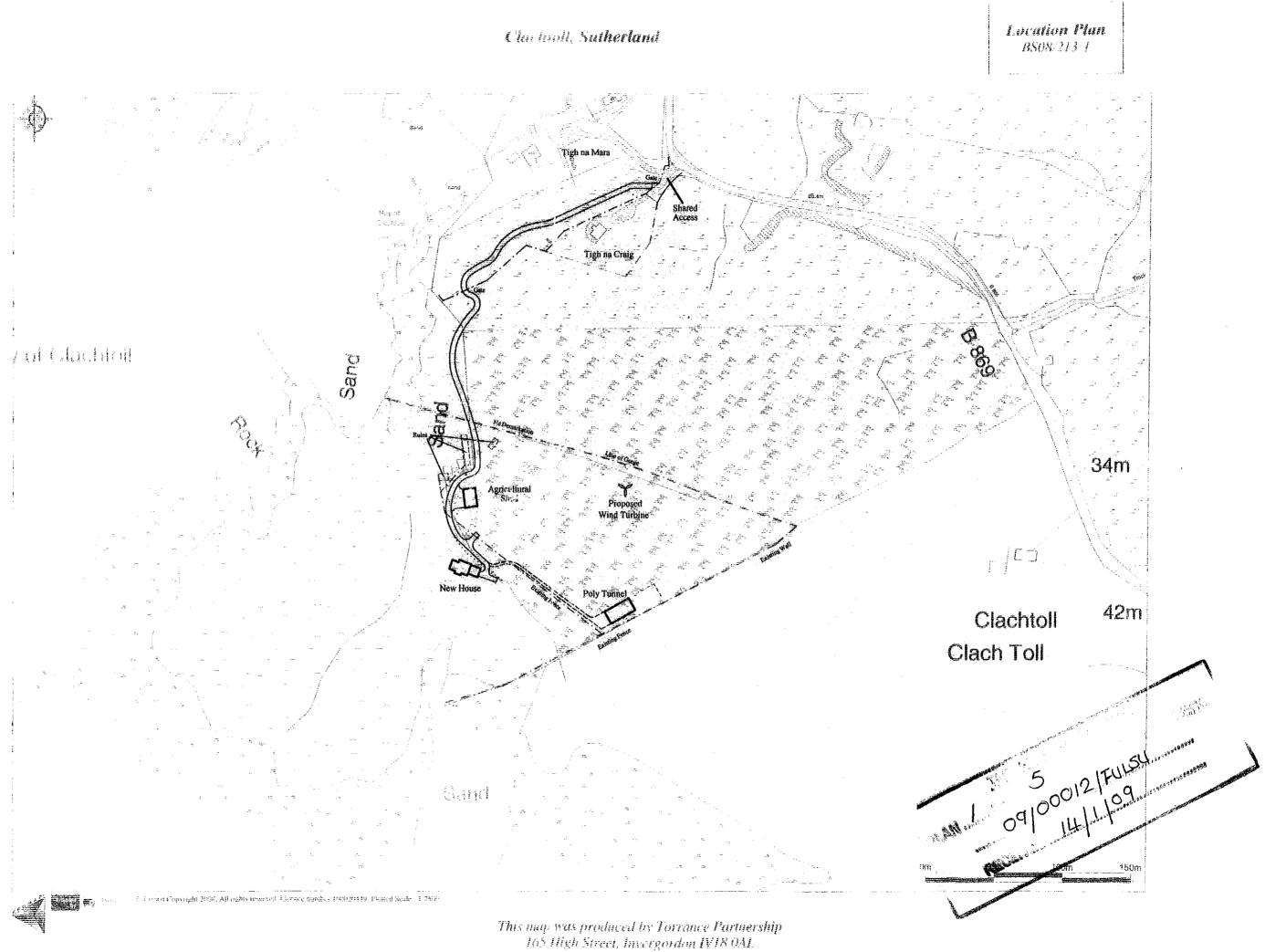
09/00012/FULSU Erection of house and integral garage. Installation of septic tank and soakaway. Erection of 6.62m high wind turbine at Land 400m south of 119 Clachtoll, Lochinver.

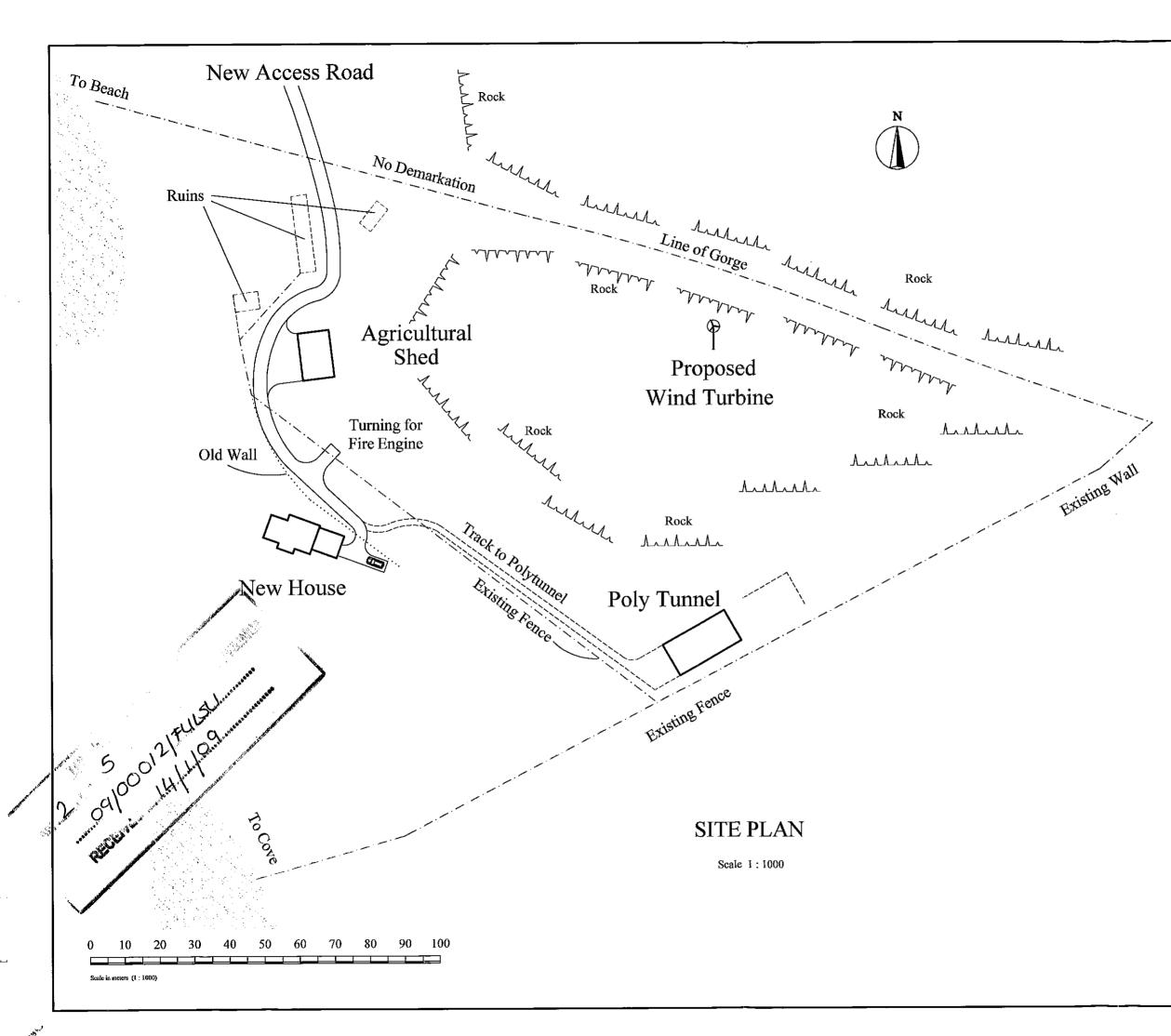
#### SUPPLIED BY THE HIGHLAND COUNCIL

Miss H Theakston & Mr G Acreman per Mr A Clark Torrance Partnership 165 High Street Invergordon



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#### NOTES

FIGURED DIMENSIONS MUST BE TAKEN IN PREFERENCE TO SCALED DIMENSIONS. ANY DISCREPANCIES MUST BE IMMEDIATELY REFERRED TO THE SURVEYOR.

SUB-CONTRACTORS AND SUPPLIERS MUST VERIFY ALL DIMENSIONS ON SITE BEFORE COMMENCING ANY WORK OR MAKING SHOP DRAWINGS.



165 High Street Invergordon IV18 OAL Telephone 01349 853151 Fax 01349 853878 E-mail: <u>invergordon@torrance-partnership.co.uk</u> Web site: www.torrance-partnership.co.uk

SITE PLAN

A. D. Clark

CLIENT:

MR GRAHAM ACREMAN & MISS HELEN THEAKSTON CROFT 145, CLACHTOLL

PROJECT:

DRAWING TITLE:

): BS08/213 - 2

DRG. NO: SCALES:

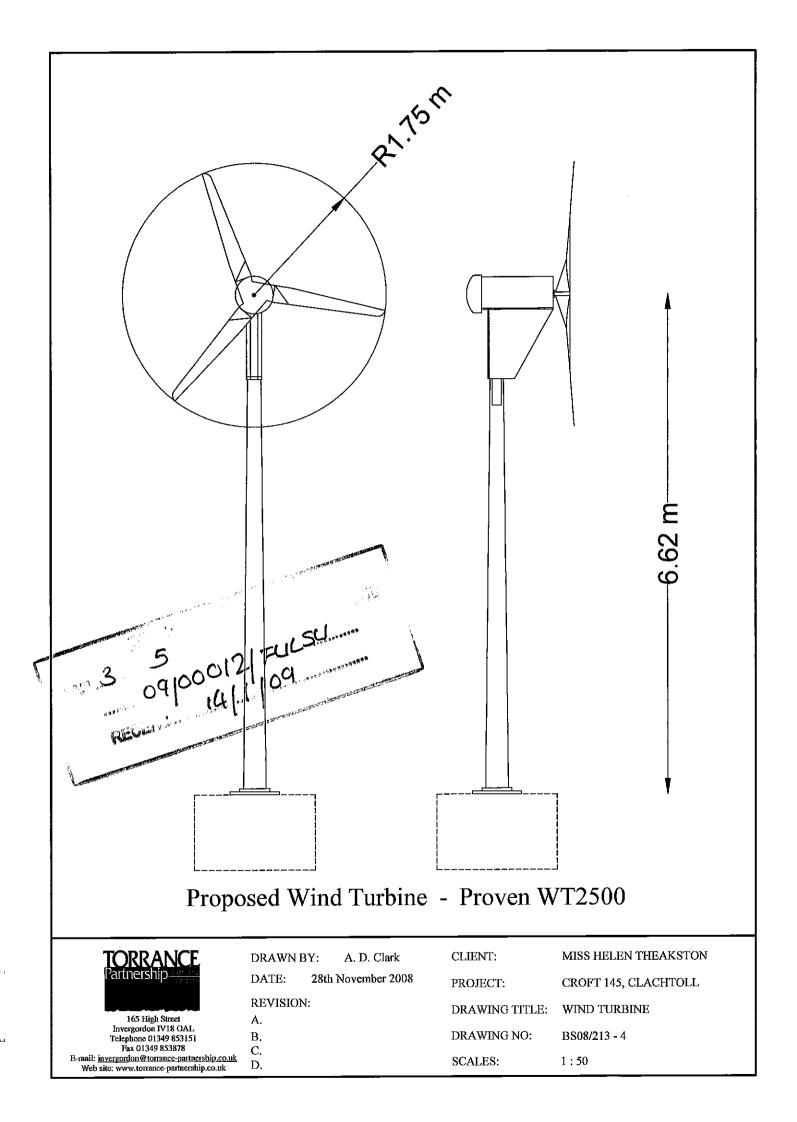
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DRAWN BY:

10th November 2008

DATE:

REVISION: A. B. C. D.



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## **Eront** Elevation



Rear Elevation

## **External Appearance**

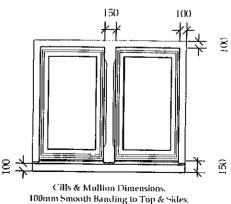
Roof: Natural Slate.

Walls: Wet Dash Harled to Walls, Painted White. 100mm Smooth Render Band to Coupled Windows. 150mm Heavy Cills & Mullions.

Windows: High Performance uPVC Windows, Painted White.

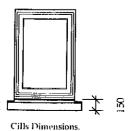
Doors: Painted Green.

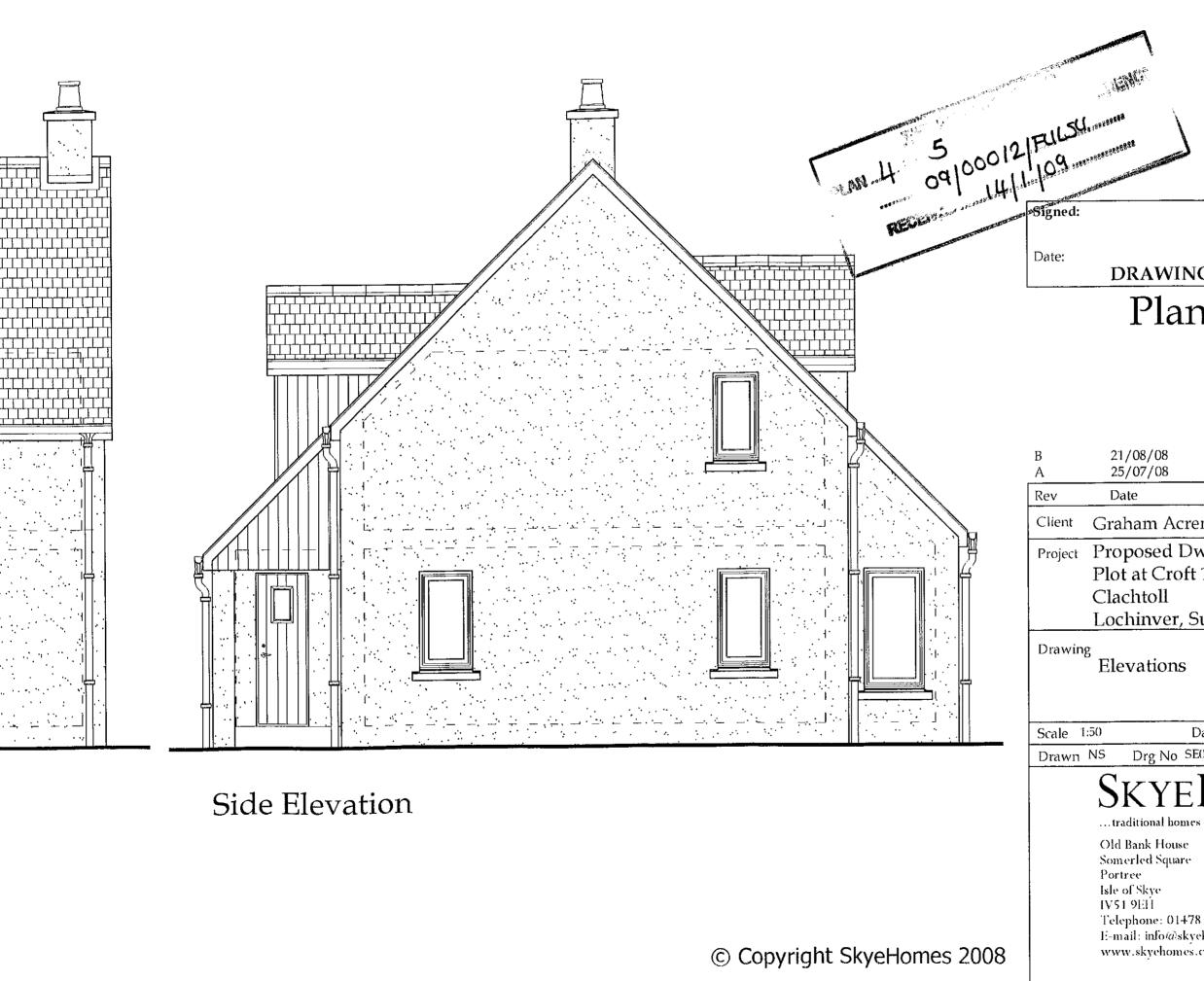
Rain Water Goods: Blach uPVC. Soffits & Facias, Timber Stained Black.





High Performance uPVC Door,





VING STATUS
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RECEIVED 10 DEC 2008
8 Planning Drawings Issued 8 Draft Drawings Issued
Revision
Acreman & Helen Theakston
d Dwelling House Froft 145 I
er, Sutherland
ons
Date 21/08/08 Rev B
No SE08/05/0244/A02
TEHOMES homes designed for modern living ouse quare
01478 611 211 - Fax: 01478 611 311 Måskyehomes.co.uk iomes.co.uk

1<sup>st</sup> May 2009



Rebecca Scott Planning Department The Highland Council Drummie Council Offices Golspie KW10 6TA

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> offices also at: Portree, Isle of Skye, Inverness, Elgin, Stornoway, Isle of Lewis & Dornoch, Sutherland

Dear Ms Scott,

### APPLICATION REFS: 09/00012/FULSU; 09/00029/AGRSU; 09/00030/AGRSU CROFT 145, CLACHTOLL, LOCHINVER

We have considered the representations received and following discussion with our client, wish to respond and clarify some of the issues raised. We have identified 6 items requiring clarification and have attached a photographic appendix in support of our comments.

#### **Disturbance of Resident Badgers**

As requested, our client has commissioned a badger survey (copy previously submitted) which identified the badger setts on adjacent land and concluded that the proposed development would have no detrimental effect on the population. The precautionary recommendations will be implemented throughout all construction work.

#### **Pedestrian Access**

The existing pedestrian access to the coastal walk, Split Rock and the Iron Age Dun is currently hazardous and only accessible to the able bodied. It is necessary to cross two sheep fences by makeshift styles, avoid crofting debris, bogs and coastal cliffs. The current access is very narrow in places and has resulted in serious erosion. (See photographic appendix pages 1 and 2)

The proposal is to retain the existing access but also provide access over the improved farm track, providing safe access to the headland and the southern boundary of the croft.

#### New Access Road

The proposal is to form a new access gate and then follow the existing tractor access from the garden ground of Tigh Na Mara (croft 119) to the proposed new house. The proposal is to construct the track from compacted aggregate, as a traditional farm track. (See photographic appendix page 3)

Partners: Ewen J Mann B5c FRICS; Nick E Lawton B5c(Hons) MRICS MQSI; Angus J Macaulay B5c MRICS; Mark J Stevenson B5c(Hons) M5c MRICS MLINSt.PS MQSI; Iain M Lewis B5c MRICS LOCAL KNOWLEDGE • NATIONAL COVERAGE

Aberdeen • Airdrie • Dalkeith • Dornoch • Dumfries • Dunfermline • East Kilbride • Edinburgh • Falkirk • Fort William Galashiels • Glasgow • Haddington • Hamilton • Helensburgh • Invergordon • Inverness • Kelso • Kilmarnock • Kirkcaldy Kirkwall • Lanark • Lerwick • Paisley • Peebles • Perth • Portree • St Andrews • Stirling • Stornoway • Tarbert

#### **Agricultural Buildings**

Some representations referred to these as industrial, both structures will be to support the working of the croft. The polytunnel will be used to cultivate fruit and vegetables and the agricultural building will be a livestock and machinery shelter.

#### **Existing Ruins**

There is no intention to remove or use materials from the existing ruins or Iron Age Dun, moreover, debris and rubbish will be removed. The existing access track runs between the ruins and the proposed access road will follow a similar line, providing suitable radii for construction, agricultural and emergency vehicles.

#### Wind Turbine

The position of the wind turbine is "proposed" and subject to wind and performance analysis by specialists. The intention was to erect the turbine remote from access tracks, the ruins and the level accessible area, positioning it within the rocky outcrops but below the skyline to minimise its visual impact.

(See photographic appendix page 7)

Our client is open to suitable suggestions of where the turbine will be least obtrusive to neighbours, tourists and walkers.

In support of our client's application, we wish to clarify the issues of coastal erosion. In addition to the damage caused by the existing pedestrian access, overgrazing and the lack of land management have resulted in coastal and grazing erosion. Our client intends to reintroduce land management, reduce grazing and stabilize the current erosion. Without intervention, if the current erosion remains unchecked, the headland and Split Rock will become an isolated island. (See photographic appendix pages 4 to 6)

It is our client's intention to sympathetically reintroduce crofting to this neglected registered croft. Both applicants are registered crofters and Mr Acreman is a lifetime countryman and conservationist, he is extremely knowledgeable and protective of wildlife and the countryside.

We trust that you find the above and enclosed satisfactorily respond and address the concerns raised. If you have any queries or require further information, please do not hesitate to contact the writer.

Yours faithfully,

Andrew D Clark, MCIOB, MaPS for Torrance Partnership

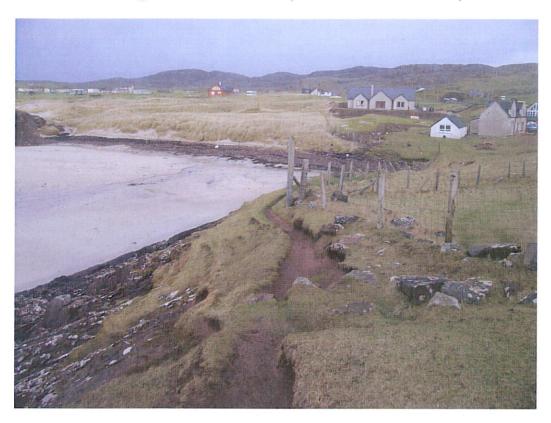
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## Croft 145, Clachtoll Lochinver

Application Reference: 09/00012/FULSU

# Photographic Appendix

Page 1	Existing pedestrian access
Page 2	Pedestrian hazards
Page 3	Existing access to be improved
Page 4 & 5	Current unchecked erosion
Page 6	Sheep and rabbit damage
Page 7	Potential position of wind turbine



Existing Pedestrian Access (Eroded and Hazardous)

One of Two Makeshift Styles



Pedestrian Hazards



Existing Access to be Improved





## Current Unchecked Erosion



## **Current Unchecked Erosion**



## Sheep and Rabbit Damage



## Potential Position of Wind Turbine (looking northwest)

Screened from the sandy Bay of Clachtoll, by rock outcrop