#### THE HIGHLAND COUNCIL

# **SOUTH PLANNING APPLICATIONS COMMITTEE** 23 December 2014

Agenda Item	6.1
Report No	PLS/094/14

14/02865/FUL: Morbaine Ltd

South Side of Alcan Site Entrance, North Road, Fort William

Report by Area Planning Manager - South

#### **SUMMARY**

Description: Redevelopment of the site to demolish existing structures and to

construct food and non food retail floorspace with associated car

parking, servicing and access

**Recommendation - REFUSE** 

Ward: 22 Fort William and Ardnamurchan

**Development category:** Major

**Pre-determination hearing :** Not required.

Reason referred to Committee : Manager's discretion.

#### 1. PROPOSED DEVELOPMENT

1.1 It is proposed to erect a mixed use retail development (food retail and unrestricted Class 1 retail) set within four units. Unit A (intended as an Aldi store) is a single storey unit positioned at the south western end of the site, nearest to the existing garages. Existing buildings will be demolished to accommodate this building. Unit A extends to 1524sqm gross floor area (to be split 80/20 convenience/comparison goods). The building has a mono-pitched roof, narrow end on to the North Road, and is to be finished in a grey roof cladding, with rendered walls (light grey/white) and detail areas of blockwork and cladding on the rear (railway-facing) elevation. Units B, C and D are positioned parallel with the rear boundary of the site in the north eastern portion of the site and form a terrace of units. Materials proposed are the same range/palette as Unit A. Unit B is the largest of these units, extending to 1394sqm gross floor area and is intended for use by Home Bargains (to be split 67/33 comparison/convenience goods). Unit C extends to 929sqm gross floor area and Unit D to 456sqm. Both of these are for unspecified comparison retail use. The main entrance to the site is from the existing North Road/Rio Tinto access which is to be significantly upgraded/altered to provide a new roundabout. One spur will serve the customer parking on the site (239 spaces) and the other will serve the existing Rio Tinto site with a new spur into a service yard for units B, C and D.

The existing access to the south west from North Road into the Ford Garage/National Tyres will be altered to allow service vehicles into the rear of Unit A. A landscaping scheme has been proposed which retains the existing trees/hedge along the south western half of the site frontage, however the trees along the north eastern half are to be removed. Replacement tree and shrub planting is proposed along the frontage and throughout the site.

- 1.2 The proposal was subject to formal pre-application consultation as it is a 'major' category of development. A pre-application consultation report has been submitted which summarises the engagement with the public, which included publically distributed newsletters, press advertisements and releases, and a public exhibition over two days which was attended by 156 members of the public.
- 1.3 The site is currently accessed from the A82 trunk road through the North Road industrial estate. Connection is available to the public water main and the public sewer.
- 1.4 Supporting documents submitted include a Geo-Environmental Appraisal, Retail Statement, Design Statement, Drainage Impact Statement, Transport Assessment and Pre-Application Consultation Report.
- 1.5 **Variations**: Additional information submitted in relation to SUDS, Retail Statement and Transport Assessment.

#### 2. SITE DESCRIPTION

2.1 The site extends to approximately 2 ha (5 acres) and lies 1.5km north east of Fort William town centre. The site lies adjacent to the North Road (A82 trunk road), and is currently accessed via the industrial estate to the immediate south west comprising the Ford garage, National Tyres and some smaller units which are to be demolished. On the north eastern boundary is the access road to the Rio Tinto site, and on the south eastern boundary is the railway. The site is screened from the A82 by an existing mature hedge. The site itself is generally level and has formerly had an industrial use, and more recently has been used for storage and parking.

#### 3. PLANNING HISTORY

- 3.1 06/00115/OUTLO: Erection of foodstore with associated parking and servicing: Withdrawn 29.11.06
- 3.2 06/00521/OUTLO: Non-food retail development: Granted 9.5.07
- 3.3 07/00419/FULLO: Variation of conditions 2 and 20 and deletion of condition 3 and 4 of 06/00521/OUTLO: Granted with replacement conditions following appeal 9.4.09
- 3.4 08/00119/FULLO: Variation of conditions 2 and 20 and development of conditions 3 and 4 of 06/00521/OUTLO. Withdrawn 28.4.09
- 3.5 10/01345/FUL: Section 42 application for variation of condition 1 of permission 06/00521/OUTLO to extend the time limit for submission of approval of matters specified by conditions to 9 May 2012. Granted 22.4.10
- 3.6 10/01930/PIP: Site for foodstore with associated car parking, servicing and highway works. Refused 27.9.10

- 3.7 12/01664/PIP: Renewal of planning permission 06/00521/OUTLO for non food retail development (as varied by 07/00419/FULLO and 10/01345/FUL). Granted 2.7.12
- 3.8 12/02789/S42: Section 42 application for the variation of conditions 2, 3 and 4 of planning permission in principle 12/01664/PIP in order to widen the range of non-food retail goods and size of retail units to be permitted at the site. Granted 6.11.12

#### 4. PUBLIC PARTICIPATION

4.1 Advertised: Yes - unknown neighbour and potential departure advert

Representation deadline: 21.8.14

Timeous representations: 4 (1 neutral, 1 against and 2 in support)

Late representations: 55 (1 neutral, 1 against and 53 in support)

- 4.2 Material considerations raised are summarised as follows:
  - Economic benefits of job creation, enhancement of shopping choice and environmental improvements from redevelopment of former industrial area.
  - Premature to consider a further relaxation to provide food retailing.
  - Questions raised over the accuracy of the Retail Statements.
  - Cumulative impact of the current proposal, together with the committed retail use at the Blar Mhor, has not been considered.
  - There is no quantitative need for additional convenience retailing when taking into account existing and committed retail provision within Fort William. Further provision will affect vitality and viability of the town centre.
  - Alternative sites available.
  - No proven qualitative need in the discount retailer market.
  - Concerns raised regarding impact on traffic flow and safety.
- 4.3 All letters of representation are available for inspection via the Council's eplanning portal which can be accessed through the internet <a href="www.wam.highland.gov.uk/wam">www.wam.highland.gov.uk/wam</a>. Access to computers can be made available via Planning and Development Service offices.

#### 5. CONSULTATIONS

- 5.1 **Forestry Officer**: Revised landscaping scheme recommended.
- 5.2 **Contaminated Land Unit**: Condition recommended.
- 5.3 **Flood Team**: Conditions recommended.
- 5.4 **Transport Planning Team**: Revisions and conditions recommended.
- 5.5 **SEPA**: Conditions recommended.
- 5.6 **Transport Scotland :** Conditions recommended.
- 5.7 **Scottish Water**: No response.
- 5.8 **Network Rail :** Conditions recommended.

# 5.9 **Lochaber Disability Access Panel :** Conditions recommended.

### 6. DEVELOPMENT PLAN

The following policies are relevant to the assessment of the application

#### 6.1 Highland Wide Local Development Plan 2012

28	Sustainable Development
29	Design Quality and Place Making
34	Settlement Development Areas
40	Retail Development
42	Previously Used Land
51	Trees and Development
56	Travel
64	Flood Risk
65	Waste Water Treatment

#### 6.2 West Highland and Islands Local Plan 2010 (as continued in force)

Surface Water Drainage

2 Development Objectives and Developer Requirements

16 Commerce

66

B5 Land Allocation: North Road - 1.6ha allocated principally for bulky goods retailing, or for business development. Development dependent upon: transport assessment; exception siting and design quality; and a contamination assessment and any necessary remediation.

#### 6.3 Highland Council Supplementary Guidance

Flood Risk and Drainage Impact Assessment (Jan 2013)

#### 7. OTHER MATERIAL CONSIDERATIONS

#### 7.1 **Draft Development Plan**

Not applicable

#### 7.2 Scottish Government Planning Policy and Guidance

Scottish Planning Policy (June 2014)

Town Centre Action Plan – The Scottish Government Response

Planning Advice Note 33: Development of Contaminated Land

Planning Advice Note 52: Planning and Small Towns

Planning Advice Note 59: Improving Town Centres

Planning Advice Note 61: Planning and Sustainable Urban Drainage Systems

Planning Advice Note 75: Planning for Transport

Planning Advice Note 79: Water and Drainage

#### 8. PLANNING APPRAISAL

- 8.1 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.
- 8.2 This means that the application requires to be assessed against all policies of the Development Plan relevant to the application, all national and local policy guidance and all other material considerations relevant to the application.

# 8.3 Development Plan Policy Assessment

#### 8.3.1 **Policy Summary**

Scottish Planning Policy (2014) states that planning for town centres should be flexible and proactive, enabling a wide range of uses which bring people into town centres, and that the planning system should (*inter alia*):

- apply a town centre first policy when planning for uses which attract significant numbers of people, including retail and commercial leisure, offices, community and cultural facilities;
- encourage a mix of uses in town centres to support their vibrancy, vitality and viability throughout the day and into the evening;
- ensure development plans, decision-making and monitoring support successful town centres;
- Para 63. Plans should identify as commercial centres those centres which have a more specific focus on retailing and/or leisure uses, such as shopping centres, commercial leisure developments, mixed retail and leisure developments, retail parks and factory outlet centres. Where necessary to protect the role of town centres, plans should specify the function of commercial centres, for example where retail activity may be restricted to the sale of bulky goods.
- Para 68. Development plans should adopt a sequential town centre first approach when planning for uses which generate significant footfall, including retail and commercial leisure uses, offices, community and cultural facilities and, where appropriate, other public buildings such as libraries, and education and healthcare facilities. This requires that locations are considered in the following order of preference:
  - town centres (including city centres and local centres);

- edge of town centre;
- other commercial centres identified in the development plan; and
- out-of-centre locations that are, or can be, made easily accessible by a choice of transport modes.

Para 71. Where development proposals in edge of town centre, commercial centre or out-of-town locations are contrary to the development plan, it is for applicants to demonstrate that more central options have been thoroughly assessed and that the impact on existing town centres is acceptable.

In terms of the Highland-wide Local Development Plan (HwLDP), the site lies within the Fort William Settlement Development Area. Settlement Development Areas are the preferred areas for most types of development. Proposals within Settlement Development Areas are generally supported if they meet the requirements of Policy 28: Sustainable Design and all other relevant policies of the plan.

Policy 40 states that retail development will be favourably considered where the following criteria are met:

- 1. Within identified city/town/village centres
  - (i) proposals should aim to maintain or enhance the quality of existing centres, taking into account Policies 28 and 29. Within that policy framework new development should seek to consolidate traditional high streets, respecting visual impact and built form, and any settlement statement and supplementary guidance relating to that settlement.
- 2. For edge of city/town/village centre locations
  - (i) where there is no suitable site within the city/town/village in line with the sequential approach; and
  - (ii) where there would be no detrimental impact on the vitality and viability of the city/town/village centre.
- 3. For out of centre locations
  - (i.) where there are no suitable sites within the city/town/village centres or within edge of town centre locations in line with the sequential approach;
  - (ii.) where there would be no detrimental impact on the vitality and viability of the city/town/village centre; and
  - (iii.) where good active travel and public transport accessibility exists or can be secured.

In addition to the above, West Highlands & Islands Local Plan Policy 16 provides the context for consideration of retail developments within the Local Plan area and is intended to support existing centres of settlements in providing for a range of commercial needs of the wider community. Policy 16 encourages retail development within a network of identified centres; namely (as they relate to Fort William):

Hierarchy/Scale	Centre(s)	Function/Role	
Sub-Regional Town	<ul> <li>Fort William (High Street/An Aird)</li> </ul>	Mixed use Comparison	
Centre		& Convenience	
Urban District Centre	Caol/Lochyside/Blar Mhor	Mixed use Comparison	
	-	& Convenience	
Urban Neighbourhood	Upper Achintore	Mixed use	
Centre	Corpach	Convenience	
	Inverlochy/Claggan		
Retail Park	<ul> <li>North Road, Fort William</li> </ul>	Bulky Goods	

# 8.3.2 Current permission

The site lies within the North Road retail park commercial centre where the majority of the site is allocated for bulky goods retailing or business development as part of the Development Plan's hierarchy of retail centres (site B5 on the Fort William inset map in the West Highland and Islands Local Plan).

This site has a fairly lengthy planning history, however the current position is that the site has planning permission in principle for a non-food retail development with (amongst others) the following conditions which restrict its use:

(2) The maximum non-food retail (Class 1 Use) area hereby approved shall be restricted to a total of 5156 square metres gross floorspace, including any upper or mezzanine floors, and shall be split equally between bulky goods retailing and non-bulky goods retailing, unless otherwise first agreed in writing by the Planning Authority.

Reason: To ensure that the use of the site is appropriately controlled and that the development does not undermine the vitality and viability of Fort William town centre to its detriment in conflict with the Highland-wide Local Development Plan and the West Highland and Islands Local Plan (as continued in force).

(3.) The development of the non-food retail units shall show large scale retail businesses with a minimum of two non-food retail units in excess of 1000 square metres gross floorspace, with at least one of these used for 'bulky' goods. The minimum size of non food retail unit for the remaining floorspace (all subject to Condition 2 above) will be restricted to 465sqm, unless otherwise first agreed in writing by the Planning Authority.

Reason: To ensure that the use of the site is appropriately controlled, to underpin the bulky goods element of the development, and to ensure that the development does not undermine the vitality and viability of Fort William town centre to its detriment in conflict with the Highland-wide Local Development Plan and the West Highland and Islands Local Plan (as continued in force).

#### 8.3.3 Retail Policy Assessment

For the purpose of considering impact, it is important to recognise that the 'Town Centre' referred to is Fort William High Street and An Aird, as specified in the development plan retail hierarchy. The other areas referred to in the retail policy hierarchy in the table above are commercial centres.

In terms of Development Plan retail policy the site is a defined commercial centre, specifically allocated for bulky goods retailing. The planning history of the site has led to a permission for an equal mix of bulky/non bulky non-food retail use restricted to larger format stores so as not to directly compete with the Fort William High Street. The restriction of use of commercial centres through the development plan is supported by Scottish Planning Policy which states that "where necessary to protect the role of town centres, plans should specify the function of commercial centres, for example where retail activity may be restricted to the sale of bulky goods".

In straightforward terms, the use of the site for convenience retailing and for comparison retailing exceeding the non-bulky goods restriction, set by the existing planning permission, is contrary to development plan policy.

# 8.3.4 Impact Assessment

Scottish Planning Policy states (inter alia) that where development proposals in commercial centres are contrary to the development plan, it is for applicants to demonstrate that more central options have been thoroughly assessed and that the impact on existing town centres is acceptable.

#### 8.3.5 **More Central Options**

As part of their retail assessment, the applicant has considered the availability of more sequentially preferable sites. In relation to the town centre itself, no sites have been identified which are of a size to accommodate a convenience store of 1524sqm together with associated parking (approximately 90 vehicles). It has also been well established that any retail plans for the Waterfront allocated site are not viable in terms of the sequential test. There were two other town centre sites not included within the consideration of preferable sites; namely the former Police Station, Local Plan allocation MU7, and the Old Achintore School allocation MU6. The Supplementary Retail Statement has included these now. It is understood the Police Station was not available at the time of the original assessment. This site is 0.5ha in size and whilst the applicant has indicated this is too small for Aldi's needs, independent advice suggests that Aldi's minimum size requirement is 0.325ha (with an average of 0.6ha). The site could be an option for Aldi, but restrictions on access and parking could make this a difficult option for this type of retailer. The School site is owned by the Council, is earmarked for redevelopment and as such is not available. The applicant has considered edge of centre sites, which are sequentially preferable in this context to commercial centres. The main site identified is a site allocated in the Local Plan, MU9, which is the site of the Belford Hospital and St Mary's School. As only part of the site is likely to become available in the medium term, the site is not considered to be a viable alternative within a reasonable time scale.

#### 8.3.6 Impact on Existing Town Centre

As part of the assessment of two previous large-format foodstore applications in 2010 (one for this current site and one for the Blar Mhor) it was determined that a 5,485 sq.m GFA foodstore was justifiable as a departure from development plan policy. Independent advice commissioned for these applications highlighted at the time that the town centre excluding Morrisons (the principal foodstore in Fort William) might experience a 26% loss of trade as a result of the Blar Mhor development. Morrisons could experience a 39% trade diversion (These figures related to both convenience and comparison goods combined). This level of trade diversion was seen "as having an adverse impact on Fort William town centre", but "potentially not at a level which would be certain to cause closures or long term structural change". The Blar Mhor proposals were subsequently granted consent and there is an extant permission for a 5,485 sqm GFA foodstore.

As there is also an extant permission for non-food retail on the North Road site, the main issue with respect to impact on the town centre is whether the introduction of convenience retail floorspace outwith the town centre **in addition** to the committed Blar Mhor foodstore will have an unacceptable impact on the town centre.

The retail analysis provided in support of the current application has compared the change in retail trade from the approved North Road scheme and the proposed North Road scheme, and has considered the impact on the town centre. The applicant contends that the overall trading effects (convenience and comparison) of the proposed development are unlikely to be significantly different from a retail park development coming forward under existing trading conditions, primarily because the proposed scheme will generate less turnover and that floorspace proposed is reduced.

The original submission did not consider the cumulative impact on the town centre taking into account the committed Blar Mhor foodstore (Tesco). This omission has been addressed through the submission of a Supplementary Retail Statement. This reiterates uncertainty over the Blar Mhor foodstore being a deliverable option in the short to medium term, but includes an assessment of the cumulative impact. Rather than consider the predicted cumulative trade draw from the town centre, this assessment has expressed the potential trading impacts in terms of percentage below benchmark (company average rather than estimated turnover of local stores). This concludes that facilities in the town centre, including Morrisons, are expected to trade at between 6%-12% below benchmark levels and that this is unlikely to affect the viability of the town centre.

An objection to the application has been submitted which questions the annual turnover figure applied. The objection also refers to the lack of assessment of the cumulative impact and provides figures which demonstrate that the projected turnover of the existing and committed retail schemes outweigh the predicted expenditure available within the catchment. A further objection was received in response to the assessment presented in the Supplementary Retail Statement, concluding that it:

- underestimates potential adverse impacts;
- identifies substantial adverse impacts on Fort William town centre;
- fails to identify any deficiency that would be addressed by the proposed development; and

provides minimal information to address the sequential approach.

Due to the complexities of assessing retail impact and the competing information submitted, the Council commissioned an independent Review of the retail statements submitted. This Review has provide a re-assessment of the predicted impacts and the tables below form part of the Review:

#### Convenience Retail Trading Re-assessment (cumulative)

Location/ store	Turnover (£m) (before commitment and proposal)	Turnover 2017 (£m) (with Blar Mhor commitment)	Turnover 2017 (£m) (with Blar Mhor commitment and North Road proposal)	Cumulative trade diversion (%)
Town centre:				
Morrison	33.8	19.5	16.6	-51%
Tesco Metro	6.2	4.8	4.1	-34%
Other	1.8	1.4	1.3	-28%
Sub-total town centre	41.8	25.7	22.0	-47%
Other Fort William:				
Caol district centre	4.2	3.3	3.0	-29%
Lidl	4.9	3.7	3.1	-37%
Farmfoods	1.5	1.3	1.1	-27%
Local centres	5.9	5.3	4.9	-17%
Aldi & Home Bargains	-	-	8.2	-
Blar Mhor superstore	-	20.4	17.3	-15%
leakage	3.1	1.8	1.8	-42%
Totals	£61.4 million	£61.4 million	£61.4 million	-

The Review highlights that the above table indicates that the town centre would lose 47% of its convenience goods trade. The core town centre would lose 32% of its convenience trade and Morrisons would lose 51%.

If a comparison against benchmark turnovers is used, for the town centre this indicates: Morrisons trading at 25% below benchmark; the Tesco Metro store at -21%; and other shops at -13%. Turnovers falling to less than 20% below benchmark may threaten the viability of those outlets. The combined impact may also pose a wider threat within a town centre which is already exhibiting a large numbers of vacancies by reducing the general volume of customer traffic for all town centre shops and service outlets.

It is estimated that more than three quarters of the assessed trade diversion is due to the Blar Mhor foodstore commitment. The predicted trade diversion for the North Road development as a stand-alone development is estimated at 15% which is a more acceptable impact.

In conclusion, based on the information submitted and reviewed, it is considered that:

- 1. The impact of the Blar Mhor development on Fort William town centre has previously been found to be acceptable.
- 2. The stand-alone impact of the North Road current proposal on Fort William town centre is considered to be acceptable.
- The cumulative impact of the Blar Mhor foodstore consented scheme and the proposed North Road scheme on Fort William town centre is not considered to be acceptable on the basis of high trade diversion from the town centre and the likelihood of threat to the vitality and viability of the town centre.

#### 8.3.7 Other retail considerations

In support of the application, the applicant has highlighted that there is a deficiency in convenience shopping, with a need having been established, and planning policy showing support for improvements in the range and choice of shopping. There is only currently one main foodstore, Morrisons, and one discount store, Lidl, suited to main food shopping, which does not promote consumer choice and competition. Morrisons foodstore exhibits conditions of overtrading and Lidl is displaying increasing popularity. The applicant refers to a previous decision of the Council to support an Aldi near to the North Road site in 2007. The applicant also points out that there is uncertainty as to when Tesco will develop the Blar Mhor site. The applicant advises that the Aldi store would complement the new Tesco store, representing a different segment of the convenience retailing sector.

The applicant has advised they have been marketing the site for seven years however a commercially viable line up of retailers has not yet been achieved. They advise that, with confirmed interest from two retailers (occupying 68% of the floorspace) this proposal offers the best prospect yet of implementation. The applicant further advises that the inclusion of the Aldi foodstore is fundamental to bringing the scheme forward as it will act as an anchor to the development, and as such cannot be disaggregated from the rest of the development in terms of the sequential approach to site selection. They advise that any perceived adverse trading impacts associated with convenience retailing at this location must be weighed against the overall benefits of delivering mixed use retailing at this allocated site.

Objection received states that the Lidl site is within the town centre and currently serves the deep discounter retail sector, therefore there is no proven qualitative need in the discount retailer market. (For the avoidance of doubt, Lidl is not within the defined town centre boundary. Its car park is within the town centre boundary, but the store is not. It is however recognised as being on the very edge of the town centre boundary).

55 letters of support have been received from the local community highlighting the economic benefits of job creation, enhancement of shopping choice and environmental improvements from redevelopment of a former industrial area.

The Inverlochy and Torlundy Community Council has advised that in the event that the Highland Council decides to reject the application then the Community Council believes the Highland Council should rescind the planning permission granted to Tesco immediately to allow full support for Morbaine to apply for permission on the Blar. (**Comment**: Planning permission runs with the land and is not specific to the applicant/developer - another operator could implement the current planning permission at the Blar Mhor retail site).

### 8.3.8 Conclusion on retailing issues

There is a need for more convenience retail development within the Fort William catchment area, as had been established by support for a new large format foodstore on the Blar Mhor site, and the provision of an Aldi store, together with the other retailers, would be welcomed within the catchment. It is also accepted that there are wider benefits to the development of this large former industrial site, and the applicant's comments relating to the Aldi store acting as an anchor to the wider development have been taken into account. The primary issue in relation to retailing is the 'town centre first' principle, which is not just about directing all activity to the town centre, but also ensuring that developments outwith the town centre do not undermine the town centre itself. It is accepted that there are limited available viable options for the provision of larger format convenience retailing within the town centre. There is however an existing food retail consent at the Blar Mhor to meet this demand for further food retail. It is accepted that there is frustration locally at the delay in Tesco developing the Blar Mhor site and added to this is the recent marketing of the Blar Mhor foodstore site for another retailer.

The facts remain however that:

- the Blar Mhor site is the sequentially preferred site for food retailing within the context of available sites within the Fort William area and the Local Plan commercial centre hierarchy and it has a live planning permission;
- it is being marketed and is therefore considered to be an available site, albeit with uncertainty over the timescale for delivery; and,
- granting a further permission for food retailing outwith the town centre in Fort William together with the Blar Mhor permission is likely to detrimentally affect the viability of the town centre.

Balancing the issues, it is considered that protecting the town centre outweighs the benefits of developing the North Road site in the format proposed. There remains support for a mixed non-food (bulky and non-bulky) retail use of the site in accordance with the existing planning permission, or for using the site for business use in accordance with the Local Plan allocation.

#### 8.3.9 **Servicing and Infrastructure**

# (a) Transport/Access

In terms of Policy 56 of the HwLDP, development proposals that involve travel generation must include sufficient information with the application to enable the Council to consider any likely on-site and off-site transport implications of the development.

The proposal includes the formation of a new roundabout on the A82 North Road at the Rio Tinto facility junction and use of the existing access into the site as a restricted service area. The principle of a roundabout in this location and the service entrance use has previously been accepted as part of the existing non-food retail planning permission in principle. The current proposal does however materially change the nature of the development by introducing food retail which can change journey patterns and frequency.

A Transport Assessment was submitted in support of the application which has been considered by Transport Scotland and the Council's Transport Planning Team.

Transport Scotland has recommended conditions be attached to any planning permission covering the following issues:

- 1. Submission of Travel Plan
- 2. Roundabout to be formed to appropriate standard before occupation of any part of the development
- 3. Modifications to North Road/Belford Road roundabout before any works start on site
- 4. Provision of Toucan crossing on A82 and modification to existing southbound bus stop
- 5. Modifications to the kerb lines of the existing site access
- 6. Details of site lighting
- 7. Details of barrier proposals along the A82
- 8. No drainage connections to the A82
- 9. Limit food retail floorspace and total floorspace to that currently proposed.

The Council's Transport Planning Team has raised concerns over the use of the existing access for service vehicles serving Unit A due to the potential for articulated goods vehicles approaching the access from the north east needing to reverse into the new foodstore facility in front of the existing Ben Nevis Motors facility. The Council's Transport Planning Team has recommended that any permission granted should be conditioned requiring the applicant to provide additional information demonstrating that the quantum and nature of deliveries to this new food retail facility will be no different to those that would have served the facility covered by the current planning permission.

Any permission granted should also be conditioned requiring the applicant to put forward proposals for ideally removing the need for this manoeuvre, or where it cannot be avoided, propose ways of mitigating the impacts of such manoeuvres on the safe use of the existing access and the operation of the existing commercial facilities served from the access that will remain. With respect to this junction, Transport Scotland has recommended a condition requiring this access to be realigned. It is considered that conditions could be imposed to seek final agreement on this element of the scheme.

The Transport Planning Team has highlighted that the proposals include a new pedestrian crossing facility on the A82 North Road and extensions to a footway on the south side of North Road. However, there is a section on the south side of North Road immediately in front of the proposed development where no footway exists and there are no proposals to provide one. The Transport Team has recommended that any permission granted should be conditioned on requiring the provision of a continual new footway on the south side of North Road from the new roundabout that then connects to the existing footway west of the access serving Ben Nevis Motors and National Tyres. This was not a requirement of the previous permission, however it would make sense to extend the footway on this side, albeit that the footway does not continue unbroken into Fort William. This could be explored with the applicant.

The Transport Planning Team have also recommended conditions covering the following:

- Upgrading of the existing bus stops to include the provision of new bus shelters with operating Real Time Passenger Information Displays within the shelters.
- 2. A minimum of 15 disabled spaces provided (currently 13 proposed). Overall parking provision is considered acceptable (239 spaces proposed).
- 3. Minimum of 30 cycle spaces which should be covered and its form and position agreed.
- 4. Revise the internal road layout so that traffic going to Unit A is diverted away from the internal road in front of Units B, C and D.
- 5. Revise the parking layout proposals to include additional segregated pedestrian route(s) through the parking bays in front of Units B, C and D.

The Lochaber Disability Access Panel provided their support for the application subject to the following considerations:-

- 1. The quantity of accessible parking bays should be increased from 5% to 8%
- 2. Precise location of dropped kerbs and drop-off facilities should be agreed with the Panel
- 3. A disabled toilet should be provided within the Aldi Supermarket
- 4. At least one checkout aisle should be sufficiently wide to accommodate wheelchair /mobility scooter user, with clear lane space of at least 1500mm

These issues could be covered by a mix of planning conditions and any future building warrant.

# (b) <u>Drainage/flooding</u>

Policies 65 and 66 of the HwLDP require foul and surface water drainage to meet standards that minimise the risk of pollution and flooding. Following initial objection from SEPA and The Council's Flood Team the applicant has submitted a revised Drainage Impact Assessment. SEPA has now removed its objection subject to conditions requiring the following:

- The submission of a plan showing the finalised surface water drainage scheme accompanied by a brief description explaining how the best practice levels of treatment are being achieved.
- 2. Connection to the foul public sewer.
- 3. Submission of a peat management plan.

The Council's Flood Team has also removed its objection subject to conditions covering the matters below, and has provided advice as to the detail and information required for the finalised scheme:

- 1. Submission of the finalised drainage scheme for approval.
- 2. Foul water connection to the public sewer

#### (c) Contaminated Land

Policy 42 of the HwLDP supports development proposals that bring previously used land back into beneficial use provided site investigation and risk assessment are undertaken and demonstrate that the site is in, or is capable of being brought into, a condition suitable for the proposed development; and the proposed development accords with other relevant policies of the Plan.

The Contaminated Land Unit have advised that their records indicate that the site has had a number of potentially contaminative historical uses including a garage and tip which may have resulted in land contamination. Reports have been provided by the applicant in relation to the issue of land contamination however the findings of these are still being discussed with the applicant. This matter could be dealt with by the imposition of a condition recommended by the Contaminated Land Unit.

#### (d) Network Rail

The site shares its south eastern boundary with the railway. Network Rail has raised no objection in principle to the development, but has request conditions or advisory notes covering the following matters:

- 1. Surface or foul water diverted away from the railway
- 2. SUDS not sited within 10m of the railway
- 3. Trespass proof fence (min 1.8m) along boundary with railway
- 4. Kerbing to ensure no potential for vehicle to encroach on railway should they collide with the fence (service yard)
- 5. Landscaping proposed to ensure no leaf fall onto railway
- 6. Construction works undertaken in safe manner which does not disturb the operation of the railway

7. Details of construction must be submitted to Network Rail prior to work starting.

#### 8.3.10 **Design and Layout**

The development is split into two buildings, the food store at the south western end of the site, positioned perpendicular to the trunk road and a terraced building containing three retail units in the north eastern half of the site, parallel with the trunk road, but pulled back towards the rear boundary. The layout helps to maintain a open aspect from the trunk road, with the food store providing screening to the existing commercial buildings when approaching Fort William from the north. The northern end of the terraced building has a curved façade which will add visual interest at the entrance to the site and help to screen the service yard and the more utilitarian aspects of the building. Provided appropriate materials are used, in particular the external wall finishes, and providing any future signage is sensitive, the scheme will provide for a modern, attractive redevelopment of former industrial land on the northern approach to Fort William

The design of the proposed scheme is considered to be acceptable subject to the servicing and landscaping discussed being resolved.

# 8.3.11 Landscaping

Policy 51 of the HwLDP supports development which promotes significant protection to existing hedges, trees and woodlands on and around development sites, and supports the securing of additional tree/hedge planting to compensate removal and to enhance the setting of any new development.

Along the side of the A82 there is an established beech hedge and behind that there is a relatively narrow belt of semi-mature mixed broadleaf woodland. This area of woodland thickens up at the northern end and follows the edge of the Rio Tinto access road and the edge of the railway line. This hedge and woodland currently provides an effective screen between the site and the trunk road. It is proposed to retain the existing hedge and trees along the south western half of the site frontage. There are more substantial engineering works proposed at the north eastern half of the site to accommodate the proposed roundabout, footpath and access road. This is resulting in more of the hedge and trees being removed from this end of the site. This is in line with the plans approved by the previous permission. The previous permission did however have a condition which required amended landscaping proposals to secure retention of more of the existing landscaping and securing indigenous replanting. The Forestry Officer has raised concerns over the extent of tree removal proposed and the amount of non-native planting. A similar condition to that previously imposed could be used to secure renegotiation of the landscaping proposals to minimise tree removal and introduce additional native planting.

#### 8.4 Other Material Considerations

None

#### 8.5 Other Considerations – not material

None

#### 8.6 Matters to be secured by Section 75 Agreement

None

#### 9. CONCLUSION

9.1 All relevant matters have been taken into account when appraising this application. It is considered that the proposal does not accord with the principles and policies contained within the Development Plan and is unacceptable in terms of applicable material considerations.

#### 10. RECOMMENDATION

#### Action required before decision issued N

**Subject to the above,** it is recommended the application be **refused** for the following reasons:

- 1. The proposal to introduce convenience retailing into this site is contrary to Policy 16 of the West Highland and Islands Local Plan 2010 which allocates this site at North Road, Fort William as a retail park for the sale of bulky goods or use for business development. Account has been taken of the extant planning permission for mixed bulky/non-bulky goods retailing on this site, however this does not provide justification for the introduction of convenience retailing into this retail park allocation. Accordingly the proposal is contrary to Policies 28 and 40 of the Highland-wide Local Development Plan 2012 and Scottish Planning Policy 2014.
- The proposal is likely to have a detrimental impact on the viability and vitality of Fort William Town Centre as a result of the estimated high level of convenience trade diversion from the Town Centre when considered cumulatively with the committed convenience retail floorspace at the Blar Mhor, Fort William, which is a sequentially preferable site for convenience retailing within the commercial hierarchy of Fort William (Policy 16 of the West Highland and Islands Local Plan 2010). The proposal is therefore contrary to Policies 28 and 40 of the Highland-wide Local Development Plan 2012 and Scottish Planning Policy 2014.

Signature: Allan J Todd

Designation: Area Planning Manager - South

Author: Susan Macmillan

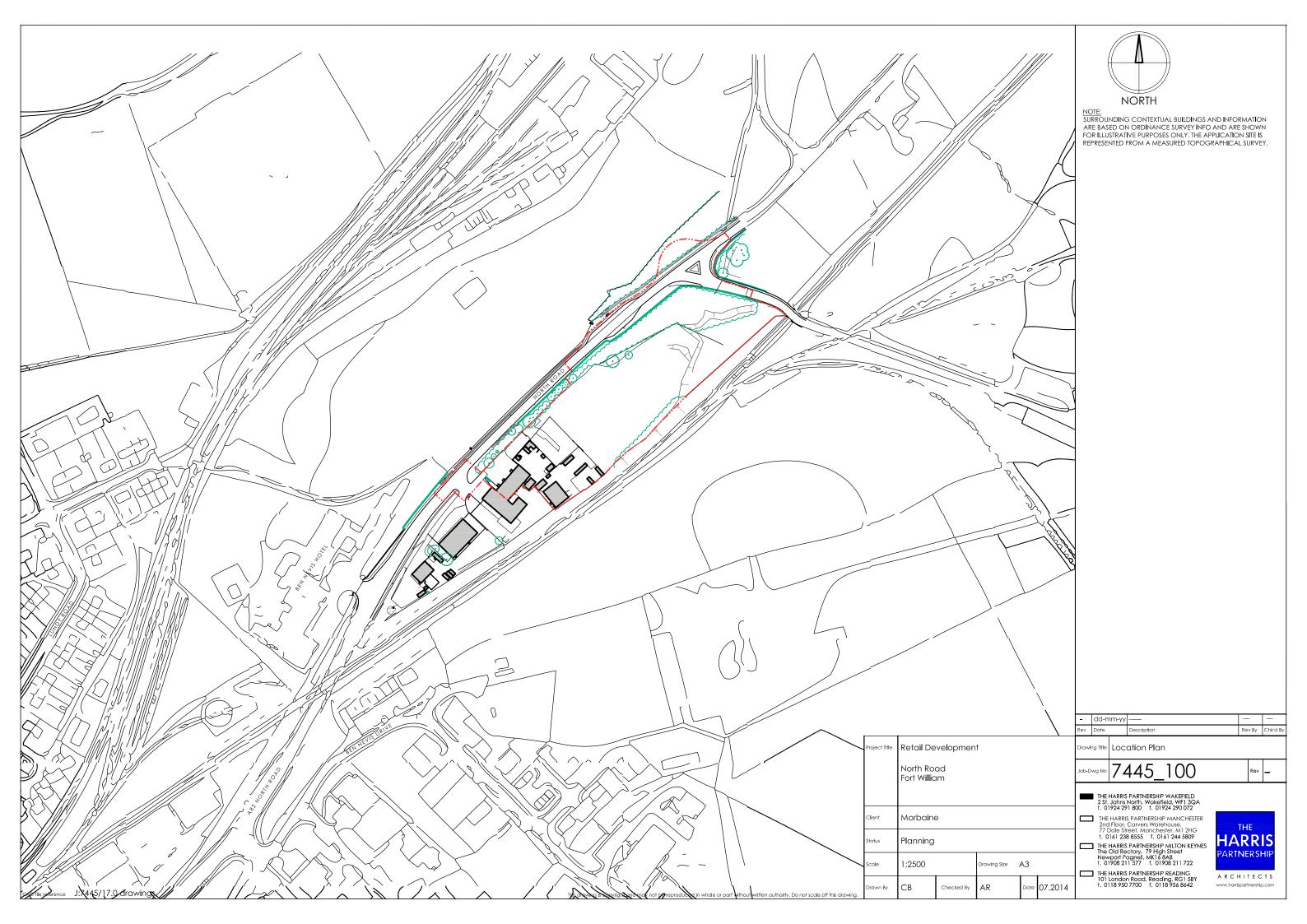
Background Papers: Documents referred to in report and in case file.

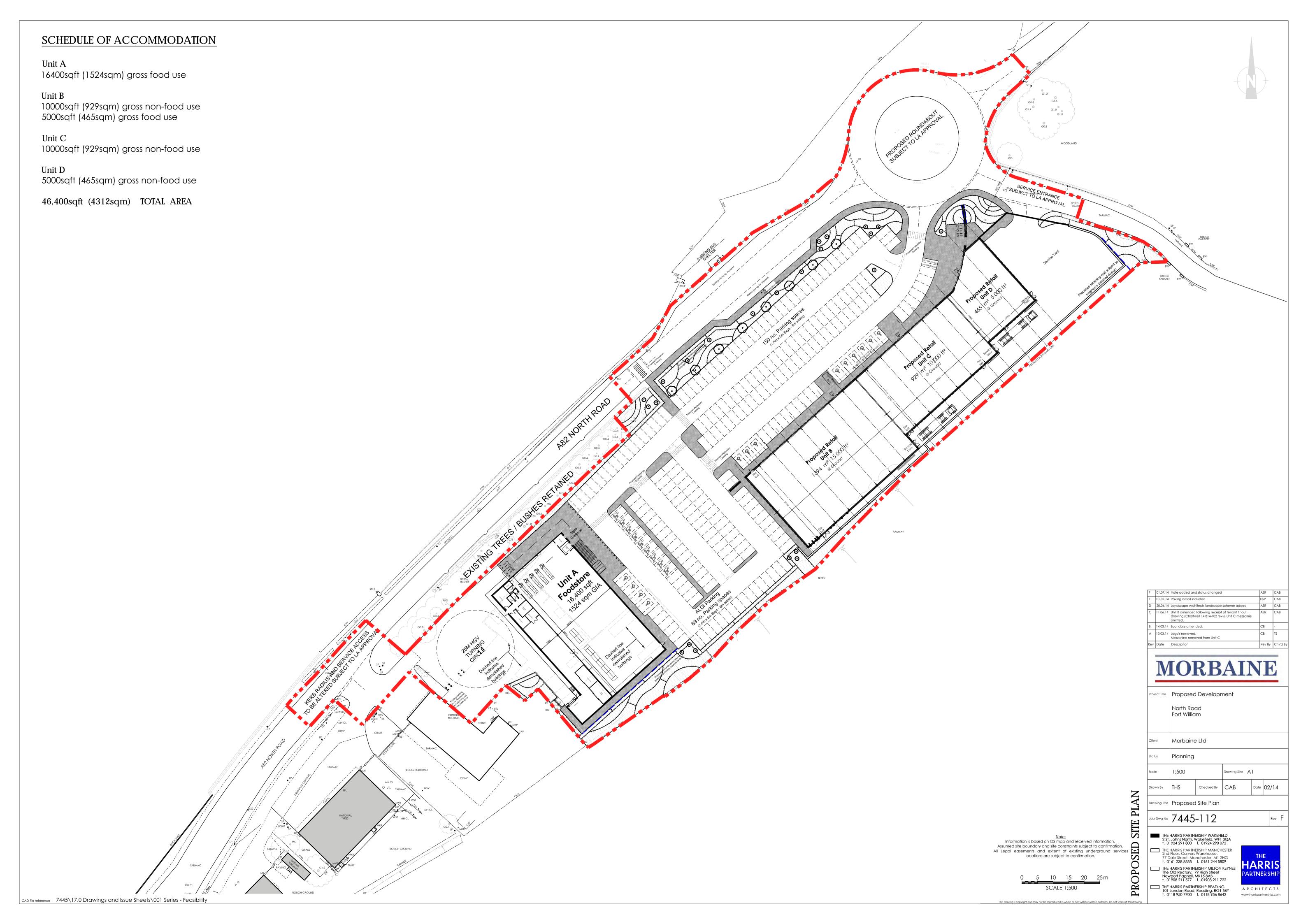
Relevant Plans: Plan 1 – Location Plan

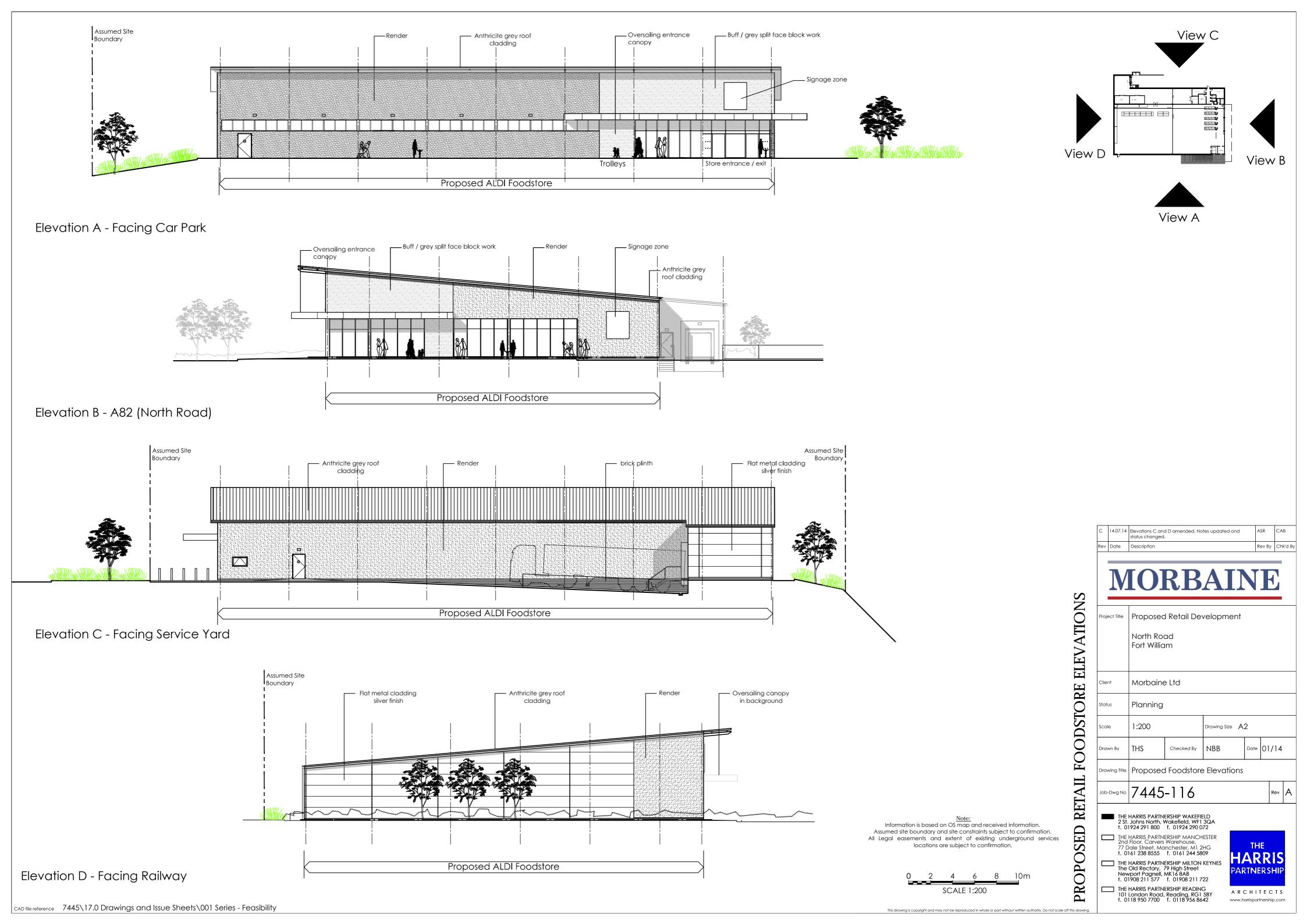
Plan 2 – Proposed Site Plan

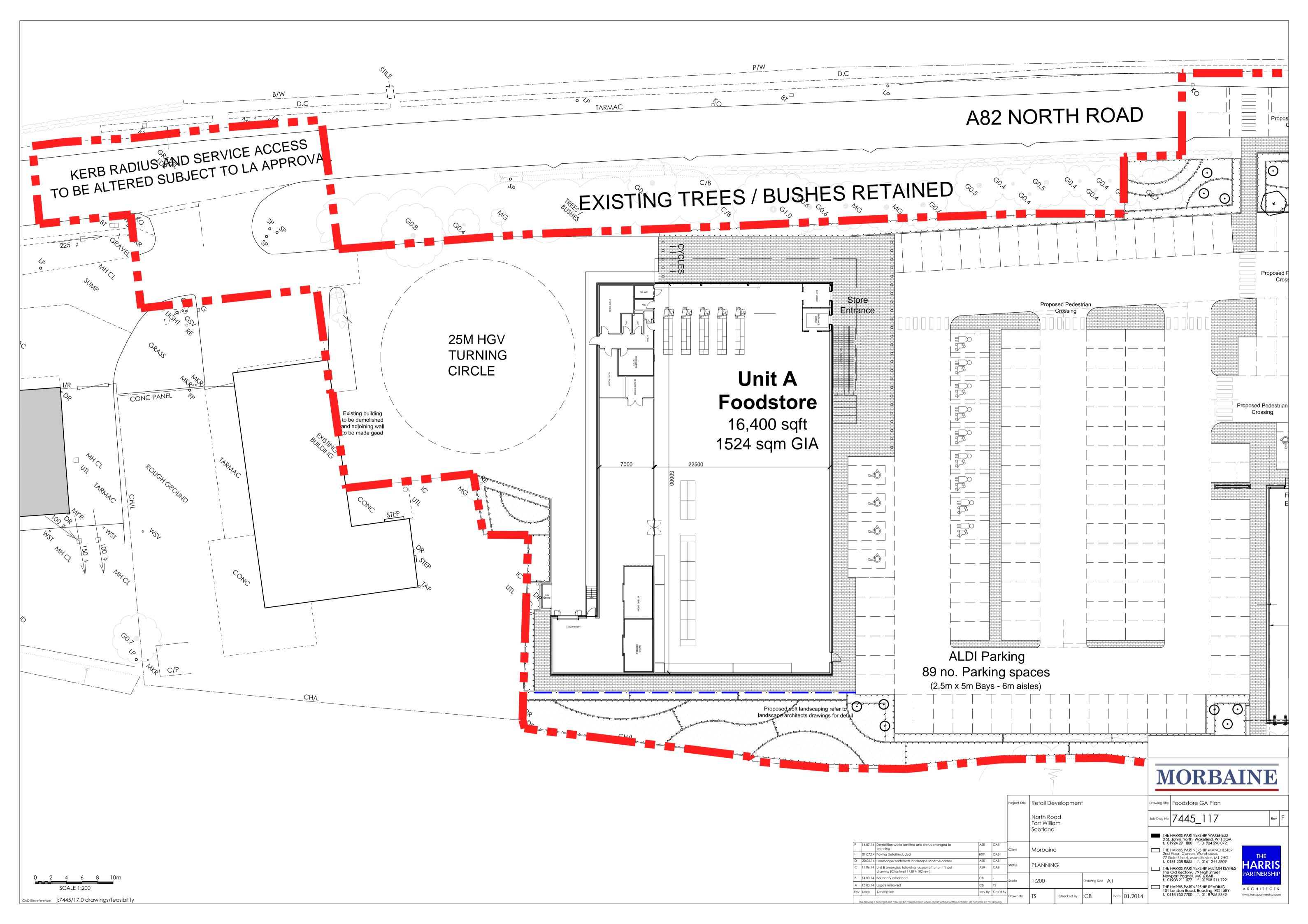
Plan 3 – Food store Elevations

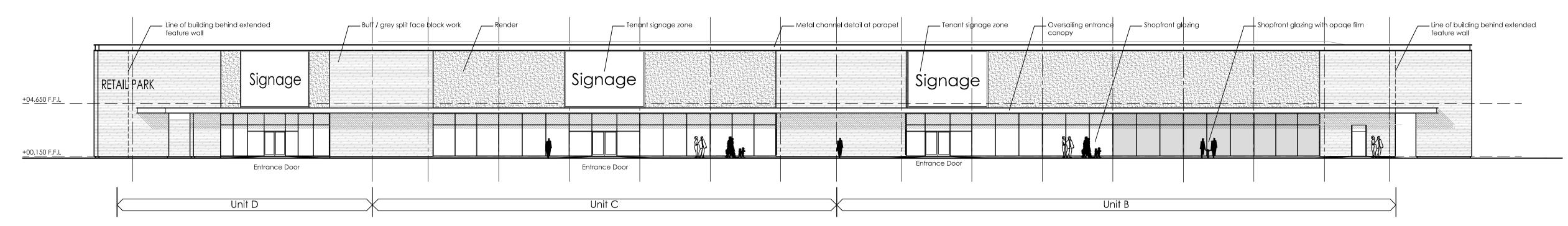
- Plan 4 Food store Floor Plan
- Plan 5 Retail Terrace Elevations
- Plan 6 Retail Terrace Floor Plan
- Plan 7 Landscape Plan 1
- Plan 8 Landscape Plan 2
- Plan 9 Extract from Design Statement 1
- Plan 10 Extract from Design Statement 2



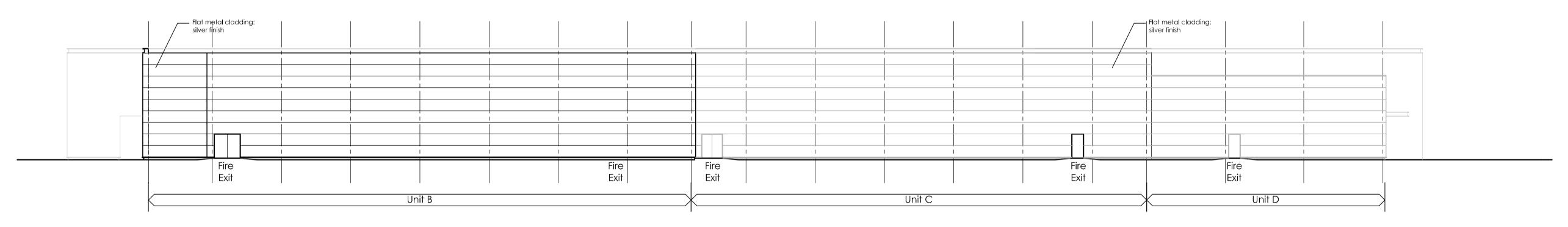




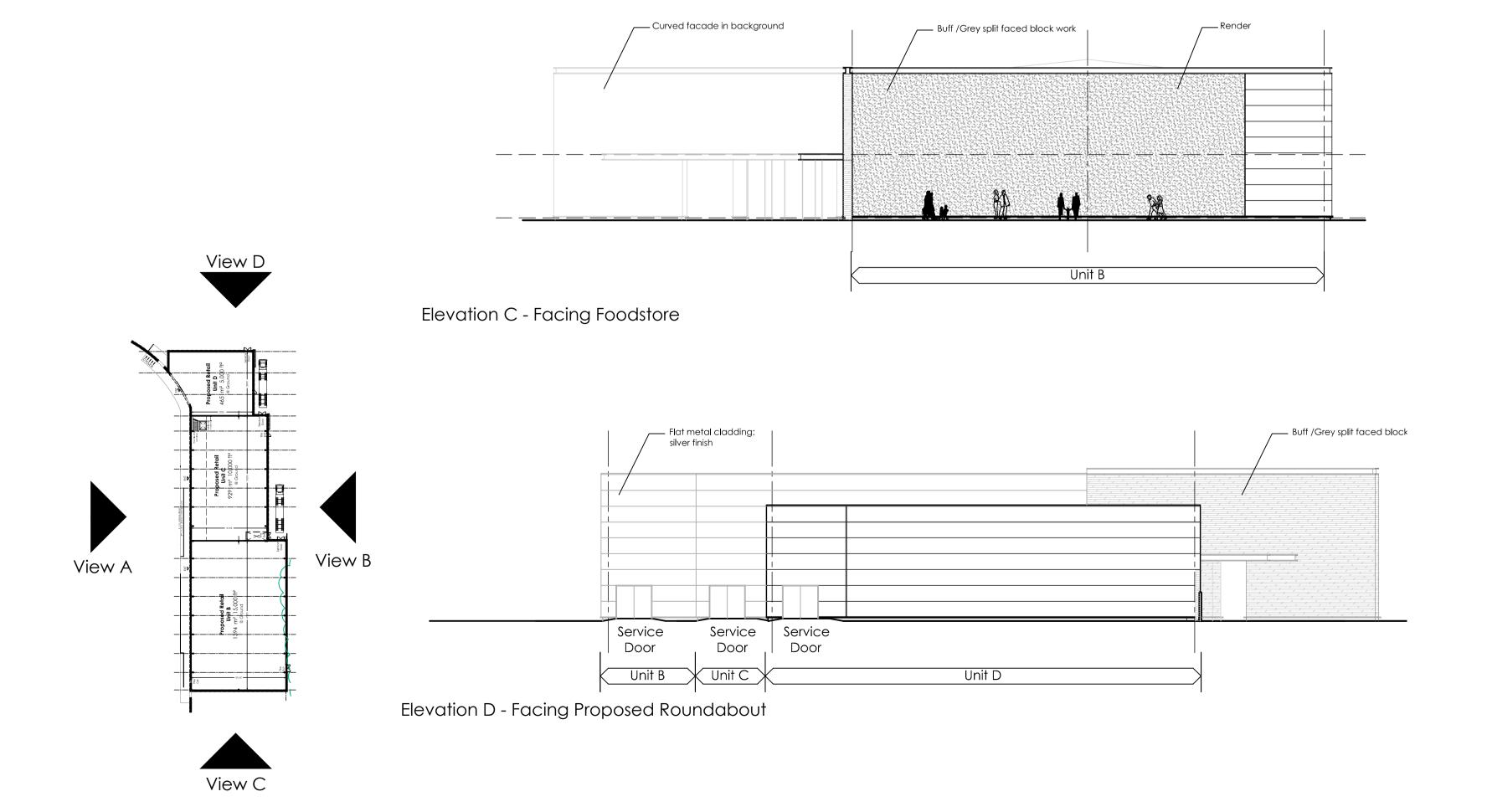




Elevation A - Facing Car Park



Elevation B - Facing Railway



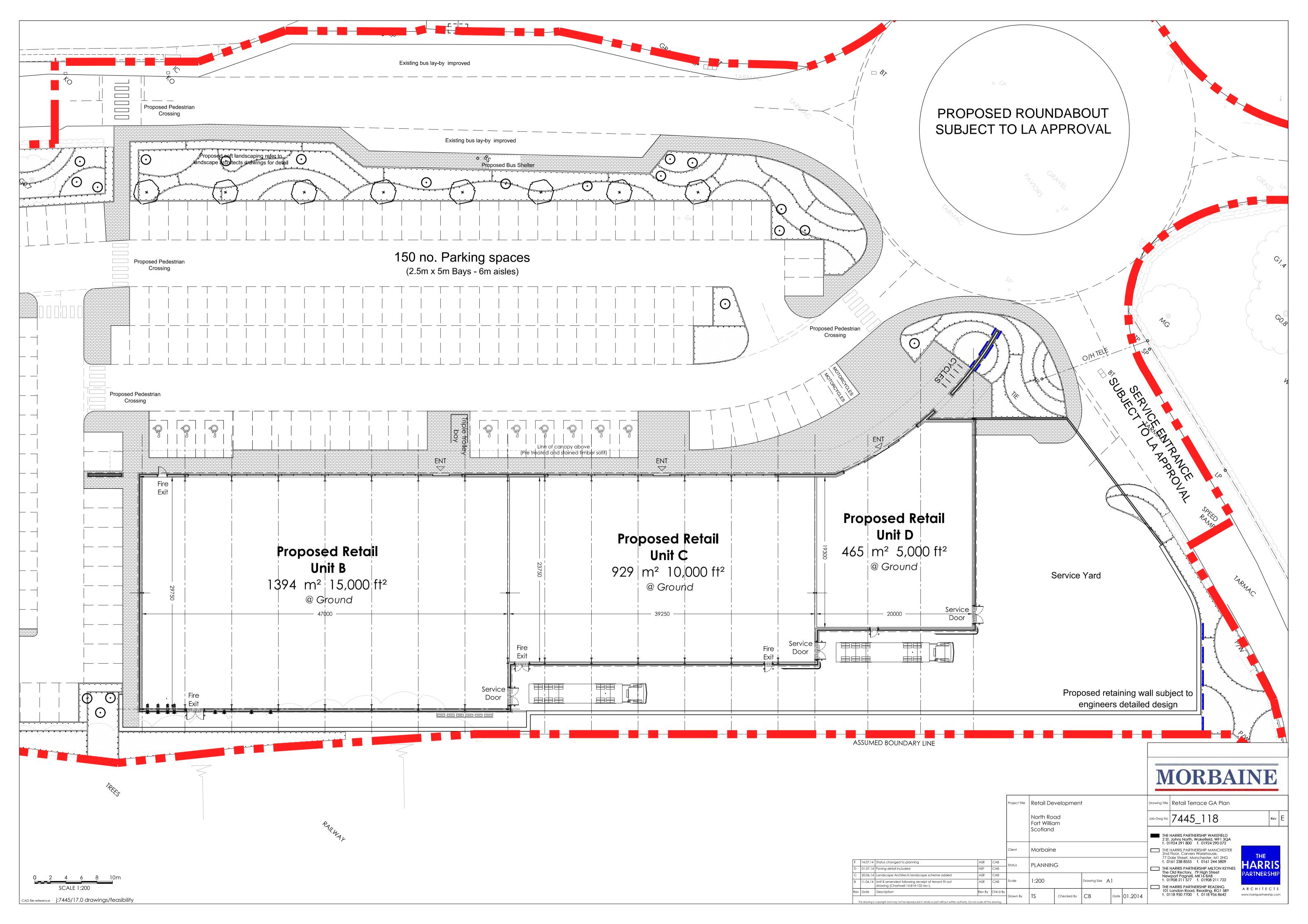
C 14.07.14 Elevations C and D amended. Notes updated and status changed. Feature beam part removed.

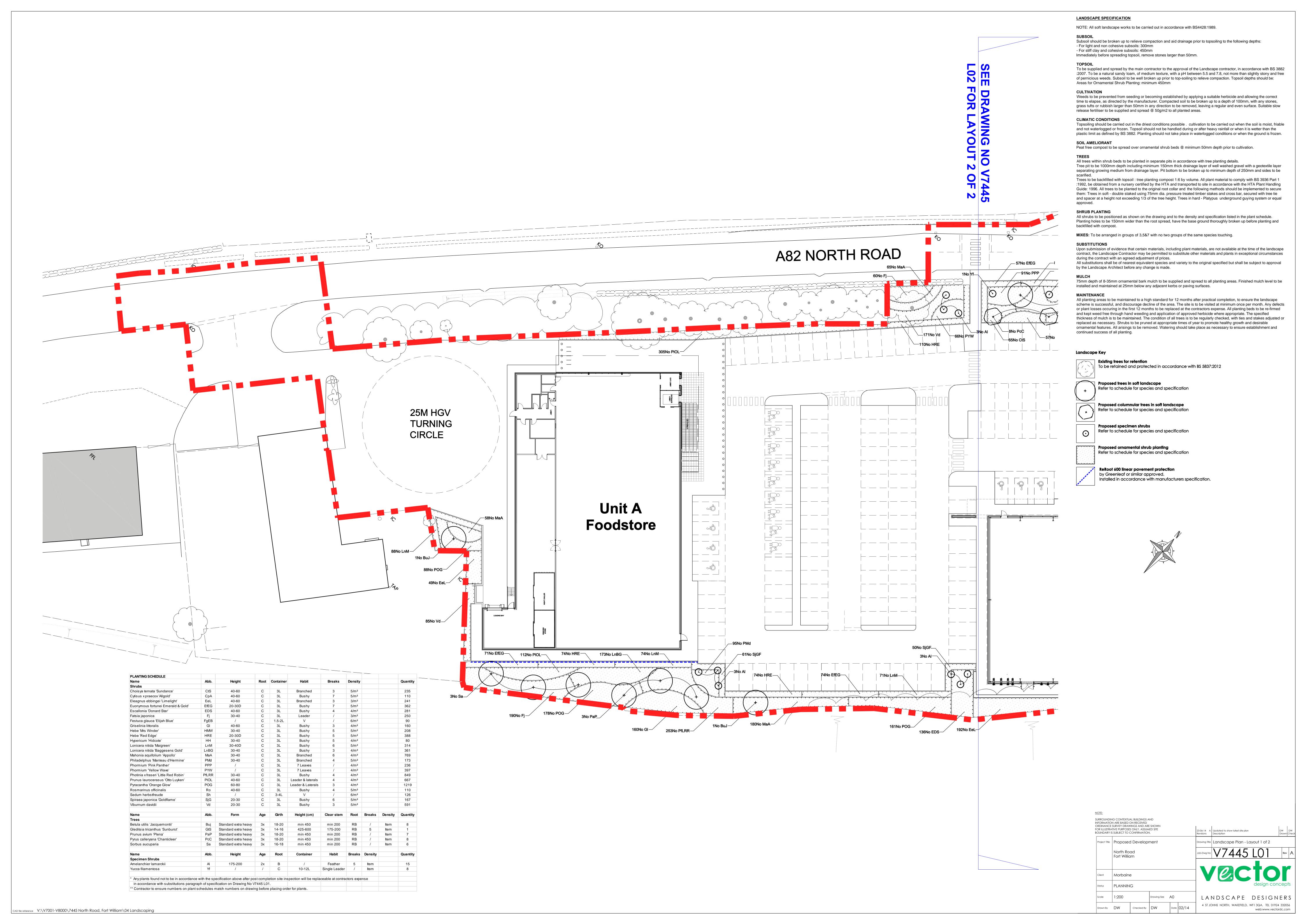
B 01.07.14 Cladding amended

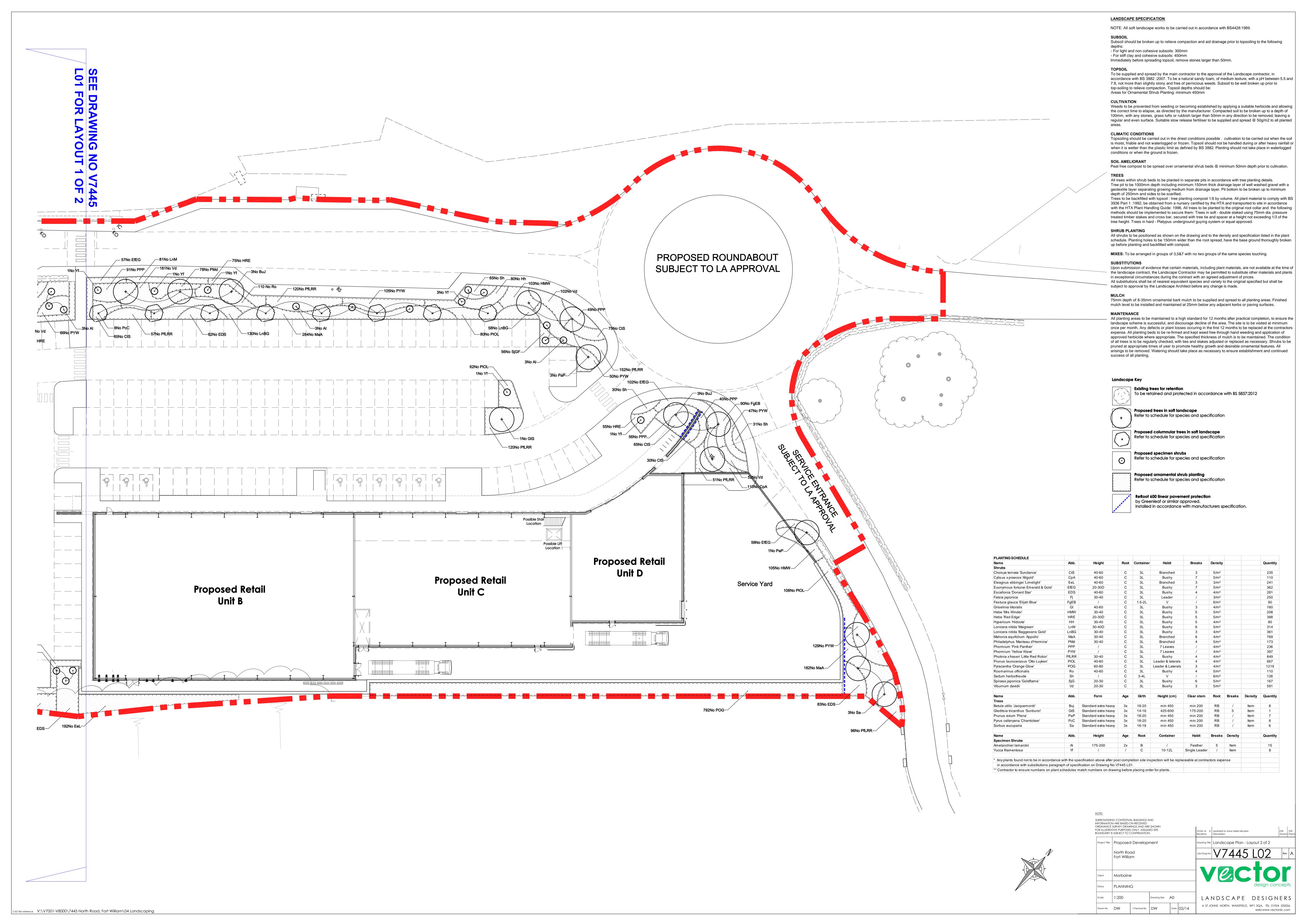
A 11.06.14 Glazing amended subject to tenant agreement

Rev Date Description **MORBAINE** Proposed Development TERRACE ELEVATIONS North Road Fort William Morbaine Ltd Planning Drawing Size A1 Checked By CAB awing Title Proposed Retail Terrace Elevations 7445-115 PROPOSED THE HARRIS PARTNERSHIP MANCHESTER 2nd Floor, Carvers Warehouse, 77 Dale Street, Manchester, M1 2HG t. 0161 238 8555 f. 0161 244 5809 THE HARRIS PARTNERSHIP MILTON KEYNES
The Old Rectory, 79 High Street
Newport Pagnell, MK16 8AB
t. 01908 211 577 f. 01908 211 722 THE HARRIS PARTNERSHIP READING
101 London Road, Reading, RG1 5BY
t. 0118 950 7700 f. 0118 956 8642 This drawing is copyright and may not be reproduced in whole or part without written authority. Do not scale off this draw

Note:
Information is based on OS map and received information.
Assumed site boundary and site constraints subject to confirmation.
All Legal easements and extent of existing underground services locations are subject to confirmation. SCALE 1:200









# **DESIGN AND ACCESS STATEMENT**

**Submission:** July 2014



# Feature fin wall - New pedestrian **Proposed Development in Context** Service access is -Improved layby areas

#### **External Works and Landscape Design**

#### External Works

The service areas are located to the rear of each building. The retail terrace includes service access from the link road to the Alcan works. This segregates service vehicles from public traffic. Vehicles manoeuvre within the yard areas and reverse up to the goods intake areas.

Service access to the foodstore building is located to the rear at the south. Access is provided from the shared junction onto North Road with the car showroom and garage site. Vehicles manoeuvre within the site and reverse up to the goods delivery point.

The car park is designed to create an efficient layout which promotes pedestrian connectivity between the buildings and onto North Road. The first line of parking is set back sufficiently from North Road to maintain the generous landscape strip. The existing mature tree line is retained along the south west section. New landscaping is included along the remainder of the site leading to the site entrance. A new footpath is created which links to a new bus stop facility on North Road.

separate from public access

provides a landmark on the site entrance

on North Road with new bus stop facilities

New roundabout on North Road provides public access

crossing on North Road