#### THE HIGHLAND COUNCIL

# NORTH PLANNING APPLICATIONS COMMITTEE 28 April 2015

Agenda Item	5.1
Report No	PLN/021/15

13/04534/PIP: Iain Elliot Limited Land west of Muir of Ord Industrial Estate, Great North Road, Muir of Ord Report by Area Planning Manager

#### SUMMARY

Description: Mixed use development comprising Class 4 (business/office), Class 1

(garden centre/horticultural retail), Class 9 (private and affordable houses), creation of formal and informal open space, footpaths and

improved footway on the A862.

**Recommendation - GRANT** 

Ward: 09 Dingwall and Seaforth

**Development category :** Major Development

**Pre-determination hearing:** Hearing Not Required

Reason referred to Committee : Major Development

#### 1. PROPOSED DEVELOPMENT

- 1.1 The application has been made in principle in respect of a proposed mixed use development on a 9.82ha area of agricultural land to the south of Muir of Ord. A conceptual Masterplan for developing this site, located to the west of the A862 public road, shows a single access point indicatively serving three different types of development: to the north of the site an area of retail and business units; to the west and south, areas of housing; and to the eastern boundary closest to the public road, a garden centre. The development is shown within generous areas of open space particularly along the south and south-eastern boundaries to ensure separation from the adjoining hamlet of Windhill to the south; and contains a proposed new footpath and cycle way adjacent to the public road.
- 1.2 Formal pre-application consultation has been undertaken. The applicants consulted with the Council's Major Pre-Application team on 13 May 2013 (13/01775/PREAPP) and received a response on 10 July 2013. Subsequent to this, statutory consultation with the Community was undertaken and a proposal of application notice was lodged with the Council on 8 August 2013 (13/03032/PAN).

- 1.3 A new access onto the A862 public road is proposed. A new footpath/cycle way is also shown along the eastern boundary adjacent to the public road. It is proposed to extend the current 40MPH speed limit southwards to the bend in the public road at Windhill. It is proposed to connect to the public water and waste water networks and to provide SUDS compliant surface water drainage within the site.
- 1.4 The following documents have been submitted in support of the application:
  - Design and Access Statement (Including Sustainability Statement and Public Art Statement);
  - Planning Statement;
  - Transport Impact Assessment;
  - Pre Application Consultation Report;
  - Ecological Assessment;
  - Flood Risk Assessment;
  - Drainage Impact Assessment;
  - Noise Impact Assessment;
  - Archaeology Report;
  - Landscape Statement
- 1.5 **Variations**: None

#### 2. SITE DESCRIPTION

2.1 The site is located on the southern edge of Muir of Ord to the south-west of the established Industrial Estate. It lies to the south of 'The Cairns' housing development and is contained between the railway line to the west and the A862 public road to the east. The site is relatively flat and is in agricultural use. A natural stone wall runs along the eastern boundary and a Scheduled Ancient Monument 'Windhill Standing Stone' lies within the south-east corner of the site.

#### 3. PLANNING HISTORY

13/01775/PREAPP Pre-application advice issued 10.07.2013
 13/03032/PAN Proposal of Application lodged 08.08.2013
 13/03139/SCRE Screening Request for Environmental Impact Assessment.
 Screening Opinion issued 09.11.2013. Environmental Impact Assessment Not Required.

#### 4. PUBLIC PARTICIPATION

4.1 Advertised: Yes – Contrary to Development Plan and Schedule 3 Development Representation deadline: 10.01.2014

Timeous representations: 4 (2 Objecting; 1 Supporting and 1 Neutral)

- 4.2 Material considerations raised are summarised as follows:
  - Concerns over road safety, specifically with regard to speed and level of traffic on existing busy road. It is submitted that this scale of development will exacerbate existing problems at the Windhill public road junction and for pedestrians (including children) crossing the A862 public road;

- Suggestion by one objector that footpath be extended on west side of A862 along site frontage then light controlled crossing to tie into existing public footpath on east side of A862 public road;
- It is highlighted that the Windhill junction is where existing buses stop and it is suggested by one objector that a layby should be formed to allow buses to safely stop;
- Suggestion by one objector that the 40MPH speed limit at The Cairns should be extended to beyond the Windhill bend and that between there and Beauly a 50MPH limit should be imposed. Suggestion by another contributor that the speed limit should be reduced to 30MPH from beyond the Windhill bend to Muir of Ord and a 40MPH limit should be imposed from there to Beauly;
- Concern that in relation to any fires at the Industrial Estate additional traffic generated by this development would delay fire engines;
- Note that adjoining industrial estate is a source of smell and fires;
- One contributor suggests that no tall trees are planted south of the proposed garden centre to protect amenity and preserve views from established properties;
- 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

Access Officer: No objections. No existing paths within the access network affected. However in general there would be an expectation to link to the existing path network and to provide ease of access for non-motorised users within the development. The inclusion of the north-south cycle path on the eastern edge of the site is welcomed as this will provide a safe, convenient and enjoyable route from and through the development to Muir of Ord and Beauly. Some links to this north-south route are shown however a further link would be advised to the retail area in the north of the site, to encourage reduced car use.

The internal path network shown in the open space is generally good and provides for a reasonable recreational and dog walking route. This does link into the north-south route and the garden centre however accessibility could be improved with a link between the houses, at due east, on the circular cul-de-sac. This direct link should also have a sealed surface.

Flood Team: No objections. The Flood Team has reviewed the Flood Risk Assessment (FRA) and accepts the findings. The FRA demonstrates that during a 200 year event the lower lying parts of the site in the vicinity of the Black Burn are at risk of flooding and so no development should take place within this area. The Masterplan currently shows no development within this area, however if the detailed proposals for the site differ from this, then the Flood Team wish to be re-consulted.

The Flood Team has also reviewed the Drainage Impact Assessment and confirms that the principles can be accepted. Full details of the proposed drainage system, designed in accordance with the Council's Supplementary Guidance on Flood Risk and Drainage Impact Assessment, should be submitted for approval at detailed application stage. For the avoidance of doubt, the climate change allowance within the drainage system should be 20%. Furthermore, at detailed planning stage it should be demonstrated how the 200 year event will be contained within the site boundary without flooding critical roads or properties.

Planning Gain Negotiator: No objections. The development will require to deliver a minimum of 25% affordable housing as defined by Council policy. It would be expected that this would be provided on site.

Tarradale Primary School is at capacity and a contribution per residential unit would be sought.

Muir of Ord is an expanding village and it is important that a contribution is made towards provision of improved community facilities per residential unit.

A contribution from all elements of the development will be required towards improvements to public transport. The contribution is likely to be used towards expanding the capacity of the local bus network and/or the provision of real time and bus shelters.

It is welcomed that green networks, open space and public art elements have been included within the proposals.

Provision of all contributions above should be secured by Section 75 legal obligation and conditions.

- Transport Planning: No objections. As this is an application for Planning in Principle the layout is taken as indicative only and no comment is made on the suitability or otherwise of the layout. Consent for the development should be subject to conditions covering the following aspects relating to roads and transport:
  - 1. The location of the site junction off the A862 shall be agreed with the Council and shall be located to comply with the junction spacing requirements relative to existing junctions in accordance with the Council's Roads and Transport Guidelines for New Developments. The junction shall incorporate a right turn lane on the A862 which shall be demarcated as agreed with the Council and shall be compatible with the existing right turn lane at the A862/B9169 junction. The junction shall be constructed prior to commencement of development.
  - 2. Visibility splays at the site access junction with the A862 shall be 9 x 215 metres.
  - 3. The 40mph speed limit should be extended to a point south of the site access junction as agreed with the Council. The traffic order for this will be promoted by the Council at the developer's expense with new and/or relocated signage provided and installed by the developer prior to first occupation.

- 4. The development shall be designed for 20mph vehicle speeds and be signed at 20mph.
- 5. Two bus stops on the A862 shall be provided adjacent to the site at a location agreed with the Council prior to first occupation. Bus stops shall include bus lay-byes, shelters, lighting and real time information displays. Direct pedestrian access shall be provided from the development to the bus stop location.
- 6. A 3 metre wide combined use path shall be provided for the full length of the development parallel with the A862. The path shall be connected within the road verge to the existing path within the Cairn development to the north and to the existing path to the south which extends to Beauly and these shall be provided prior to first occupation.
- 7. Parking for cars and cycles for all elements of the development shall be provided in accordance with the Council's standards and parking layouts shall be agreed with the Council.
- 8. The internal road layout including carriageways, footways, and shared surfaces shall be agreed with the Council and the extent of adoption agreed.
- 9. Adequate provision shall be made for storage and collection of recycling and refuse bins.
- 10. A scheme for street lighting shall be agreed with the Council and provided prior to first occupation.
- Housing and Property: No objections. It is expected that 25% of the overall number of residential units shall be affordable, at normal density. Aware that discussion is currently ongoing between Caledonia Housing Association and the Developer.
- 5.6 **Development Plans**: Holding objection pending Reporter's findings of Examination into Inner Moray Firth Proposed Local Development Plan. Report now received (20.03.2015).

The settlement and site specific content from the Ross and Cromarty East Local Plan are continued in force which shows this site outwith the settlement boundary, and not allocated for development.

The site is allocated for development in the emerging Inner Moray Firth Proposed Local Development Plan and due to objections lodged in relation to this proposed site, it has been considered by the Reporter by Local Development Plan Examination.

The Reporter recommends that the site will provide an effective contribution to the housing land supply set down in the Highland wide Local Development Plan and it should remain in the Plan.

The application must also be considered against all relevant policies within the Highland Wide Local Development Plan.

5.7 **Environmental Health**: No objections. The applicant has submitted a detailed noise assessment which has identified the main contributors to background noise at this site are occasional trains, traffic on the A862 and the industrial estate however, initial measurements suggest that levels are not high enough to affect the viability of the project. Levels from traffic and industrial sources appear to be within acceptable margins.

With regard to construction noise, it is inevitable that there will be some disturbance to existing residential properties as well as those constructed as part of the development. Environmental Health does not recommend Planning conditions to control noise as there are alternative powers available under Section 60 of the Control of Pollution Act 1974. An informative is recommended.

The proposal will include some commercial development which has the potential to introduce additional noise sources. At this stage the details of such development is not known. The noise assessment has suggested that noise limits of up to 5dB above background would be an appropriate control for any such noise sources. For a new development Environmental Health would expect a higher standard than this and the impact of noise depends on other factors. It is not appropriate to agree to a specific limit at this stage but it is something which should be simple to settle at a later stage.

5.8 **Historic Environment Team**: No objections. There is a high archaeological potential for the site, as set out in the pre-application comments, and also in the archaeological report supporting the application. Given the potentially significant issues it is strongly recommended that the applicant deal with the archaeological issues at a very early stage to avoid delays. Initially, a geophysical survey followed by a programme of trial trenching covering the entire development site will be required to assess the potential of the site, investigate the cutting and record the dry stone dyke and a condition should be attached to any consent issued to secure this work. Depending on the results further archaeological investigation may required before or during development.

The standing stone at the southern end of the site is a scheduled monument. It is noted that at this stage an area of open ground has been retained around the stone which is positive. However, the bunds, landscaping and additional planting may all adversely impact the setting of the monument. Historic Scotland should be consulted with regard to these impacts and the extent and nature of additional landscaping – if any – they would consider appropriate in this case. The report notes that the stone appears to have shifted in recent years and, as with the setting issues, Historic Scotland should be given the opportunity to reflect in more detail as to the requirement for any stabilisation works.

If consent is granted the standing stone will become more accessible, and a prominent feature within the development. In this case a condition requiring sensitive interpretation (located outwith the scheduled area) should be attached to any consent issued to foster a sense of understanding and local ownership of the stone.

- 5.9 **Muir of Ord Community Council:** Objects to details of the indicative Masterplan but considers that the development could be redesigned and conditions attached which would address concerns. The following comments are made:
  - Housing is proposed to be at the back of the site behind the garden centre. In the opinion of the Community Council, the Housing element should be grouped towards the end of the site towards the village to facilitate walking to school and to shops, and with hard surfaced pedestrian routes arranged on 'desire lines' to minimise distance to the village and the nearest bus stop, particularly for housing targeted to older people.

- As currently conceived, housing intended for older people sits behind the loading area of the garden centre and all the housing areas are accessed through a labyrinth of roadways serving the public accesses to both Garden Centre and Commercial premises. Formal and informal paths are proposed but entail crossing several roadways and do not appear to follow desire lines. A general rearrangement is required to make pedestrian access to the housing areas shorter, more direct and less unpleasant.
- Development of family housing at this site should be conditional on the development of a continuous safe walking route for primary school children to walk or cycle to the village centre and school.
- We welcome the developer's proposal to include a through pedestrian/cycle path as part of the link between Beauly, the existing housing groups at Tomich and Windhill, and Muir of Ord centre. As proposed, this through path is not properly linked into the development by formal paths, and the development itself is planned to be phased over several years. A planning condition should be imposed to require completion of all pathways in hard surfaces as part of the first phase of development. The through path should cross the access road to the site on a raised 'table' with clear priority for cycles and pedestrians.
- 5.10 **SNH**: No objections. Agree with the recommendations in the Ecological Assessment and have no further comments to offer on this proposal.
- 5.11 SEPA: No objections. Accept the methodology and conclusions of the Flood Risk Assessment (FRA) carried out by Fairhurst dated November 2013 to assess fluvial flood risk from the Black Burn. Note that Drawing No: 100363/2001 Rev A of the Flood Risk Assessment shows that the south-west of the site is at risk of flooding. The Masterplan Layout indicates that development is not proposed within the modelled flood extent. As this is only an in-principle application SEPA asks that a condition is applied that no built development or land raising take place within the area shown to be at risk of flooding on Drawing No: 100363/2001 Rev A.

In view of the fact that this development is on the edge of the village then for the avoidance of any doubt SEPA requests that a condition is applied requiring all development on the site to connect to the public sewage network.

SEPA is content that the proposals outlined for surface water drainage in the Drainage Impact Assessment Report by Fairhurst (dated November 2013) should ensure suitable treatment. In view of the fact that this is proposed to be a phased development SEPA asks that a condition is applied requiring finalised SUDS for each phase of development to be agreed with the Planning Authority in consultation with SEPA. All areas, except for roofs, should be provided with two levels of SUDS treatment.

SEPA highlights that this development is located close to SGL Carbon, a site which is regulated by SEPA. SEPA considers that decisions on development proposals, such as housing, close to regulated sites should be made with full knowledge of the

potential interaction between the two. There are many examples of sensitive development being permitted close to regulated processes that result in requirements for tighter and more expensive controls for the businesses concerned in order to avoid nuisance. The developments can also lead to long term complaints in relation to – for example – odour and noise. SEPA recommends that the developer engages in early discussions with SGL Carbon about the proposals to determine what affects it might have.

SEPA welcomes the intention to protect the area of wet woodland to the south of the site.

5.12 **SSE**: No objections. There is a high voltage overhead line crossing the site. All works in proximity to such lines must be carried out in accordance with Health and Safety Guidance note GS 6.

5.13 **Scottish Water**: No response

5.14 **Network Rail**: Response Awaited

5.15 **Historic Scotland :** Response Awaited

## 6. DEVELOPMENT PLAN POLICY

The following policies are relevant to the assessment of the application

## 6.1 Highland Wide Local Development Plan 2012

Policy 28	Sustainable Development
Policy 29	Design Quality and Placemaking
Policy 30	Physical Constraints
Policy 31	Developer Contributions
Policy 32	Affordable Housing
Policy 34	Settlement Development Areas
Policy 40	Retail Development
Policy 41	Business and Industrial Land
Policy 56	Travel
Policy 57	Natural Built and Cultural Heritage
Policy 58	Protected Species
Policy 59	Other Species
Policy 64	Flood Risk

Policy 65 Waste Water Treatment

Policy 66 Surface Water Drainage

Policy 70 Waste Management Facilities

Policy 73 Air Quality

Policy 74 Green Networks

Policy 75 Open Space

Policy 77 Public Access

## 6.2 Ross and Cromarty East Local Plan – Adopted 2007

Outwith Muir of Ord Settlement Development Area

#### 7. OTHER MATERIAL CONSIDERATIONS

## 7.1 **Draft Development Plan**

Inner Moray Firth Proposed Local Development Plan – June 2014 (as submitted to Scottish Ministers for Examination)

Policy MO5 Allocated for housing, business and commercial use

## 7.2 Highland Council Supplementary Planning Policy Guidance

Developer Contributions March 2013

Green Networks January 2013

Highland Historic Environment Strategy January 2013

Protected Species March 2013

Open Space in New Residential Developments January 2013

Public Art Strategy March 2013

Sustainable Design Guide January 2013

Flood Risk and Drainage Impact Assessment January 2013

#### 7.3 Scottish Government Planning Policy and Guidance

Scottish Planning Policy (The Scottish Government June 2014)

#### 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**

As noted at Sections 6 and 7 above, the site lies outwith the settlement boundary of Muir of Ord as defined within the adopted Ross and Cromarty East Local Plan. However it is allocated in the Inner Moray Firth Proposed Local Development Plan at Policy MO5 for 60 homes, 2.7 ha Business and 1.2 ha Commercial subject to various requirements: Safer routes to School; Safeguard around the Windhill Standing Stone; Extension of the 30 mph speed limit; Formation of a suitable access from the A832; Development in separate phases not exceeding 20 units in any one calendar year (if the 20 units are not built in any calendar year, the balance may be carried over to the subsequent phase).

Following submission of the proposed plan to Scottish Ministers in June 2014, independent Reporters have now concluded their examination of the plan and issued a Report dated 20 March 2015. The Plan will be taken forward for adoption as soon as practical incorporating the Reporters' recommendations. This is expected to be considered by Full Council on 25 June 2015. The allocation at Policy MO5 was subject to objections and was therefore considered by the Reporters through the Examination. The Reporters' recommendation is that the site should remain within the Plan. The only recommendation by the Reporters for modification of text at Policy MO5 is the following statement should be added: 'The developer should consult SGL Carbon to consider any environmental implications arising from that industrial process'.

As the Reporters' recommendations have now been received and the Inner Moray Firth Local Development Plan is due to be adopted in June 2015, this gives the emerging policy document considerable weight as a material consideration. In addition, the proposal can be considered to generally accord with many of the policies and provisions of the Highland-wide Local Development Plan.

The application has been supported by a Design and Access Statement and related supporting statements which demonstrate general compliance with Policies 28 (Sustainability) and 29 (Design Quality and Place Making).

Policy 30 (Physical Constraints) and Policy 73 (Air Quality) are relevant with regard to the Reporters' recommendation with regard to dialogue with SGL Carbon. An initial noise assessment has already been carried out and ratified by SEPA and the Council's Environmental Health Officer. This considers existing background noise from the industrial estate, public road and railway line. The Masterplan design acknowledges those adjoining uses, for example by proposing commercial/business uses in the north segment of the site nearest to the industrial estate; and by the extent of landscaping proposed around the site boundaries.

With regard to Policies 31(Developer Contributions) and 32(Affordable Housing), the applicants have agreed to contributions in line with policy and the Heads and Terms of a Section 75 legal obligation have already been drafted. This will secure 25% minimum affordable housing provision and monetary contributions towards public transport, education and community facilities.

Policies 40 (Retail Development) and 41 (Business and Industrial Land) have been acknowledged in the supporting statements lodged with the application. The Planning Statement notes that the proposals will not conflict with Policy 40 or adversely affect the vitality and viability of Muir of Ord High Street. The applicant has revised the proposals for retailing (Class 1) since the pre-application advice stage and it is now indicatively proposed to provide five small retail units with a gross total floorspace of 500m². In addition a garden centre with a gross floor area of 2000m² is proposed on the eastern side of the site facing the A862. The Masterplan also includes 2,200m² of Class 4 (Business) use, indicatively shown as a series of start up units ranging from 50 to 500m² gross floor area, in the northern segment of the site. Conditions are recommended to ensure that such use classes, and the scale of such uses, are carried through to any subsequent Matters Specified in Conditions application.

Policy 56 (Travel) has been acknowledged through submission of a Traffic Impact Assessment along with the incorporation of advice and input from the Council's Planning, Transport and Access Officers helping shape the early design and layout of the Masterplan.

Policies 57 (Natural, Built and Cultural Heritage), 58 (Protected Species) and 59 (Other Species) have been addressed through consultant reports on archaeology, ecology and drainage. These have helped inform the Masterplan and justify the proposed arrangement for open space, habitat creation, monument protection and place making.

Policies 64 (Flood Risk), 65 (Wastewater Treatment) and 66 (Surface Water Drainage) have been recognised through the supporting reports on Flood Risk Assessment and Drainage Impact Assessment. This background information has helped shape the SUDS design and Masterplan.

Policies 74 (Green Networks), 75 (Open Space) and 77 (Public Access) are delivered through the layout of open space and footpath/cycle links shown in the Masterplan along with the applicant's commitment to deliver an off road footpath/cycleway link along the eastern boundary of the site; and public road crossing/s.

It is therefore considered that the application has demonstrated compliance with the thrust of Council Policy.

## 8.4 Layout and Design

The layout submitted at this stage is indicative, being a 'permission in principle' application, however it demonstrates how the mix of uses, access and low density of development can be achieved on site within a substantial swathe of open space and linking footpaths/cycle ways. The number of houses is shown indicatively as 60, which complies with the allocation in the emerging Local Development Plan. The layout shows a single access point onto the A862 and subsequent roundabout junction from which spur roads to serve Retail (500²); Business (2200m²); Garden centre (2000m²); and housing would be taken. This appears generally acceptable

given the existing settlement pattern and adjoining use, although if granted matters specified would require further assessment of such indicative layout and access arrangement to ensure compliance with Roads Guidelines, integration into the landscape and to protect the established residential amenity, particularly of the properties immediately adjacent at Windhill and on North Road.

The design of properties within the Muir of Ord area is varied with traditional and more contemporary design but generally rectangular, conventional pitched roofs, and solid gable ends. The site will be visible on the edge of the village, and will be open to public view from the railway on the approach to Muir of Ord Railway Station. It is important to ensure the design and finish of the houses are of a high standard to reflect their prominence, and design cohesion between the individual houses and commercial units also needs to be sought.

Concerns have been raised over the impact this development will have on existing properties and the level of future development in this area. The development will introduce visual change into this southern area of Muir of Ord and will increase the existing level of vehicular and pedestrian movements. However this has been planned for as part of the emerging Local Plan which has considered the future development needs of the village and specifically allocates this site for mixed development.

#### 8.5 **Servicing**

The Local Plan allocation for this site requires formation of a suitable access onto the A862. A single access point has been shown indicatively on the Masterplan and the Council's Transport Planning team has confirmed no objections subject to a number of conditions as listed at Section 5.4 above. This will include extension of the 40MPH speed limit which currently starts just to the south of the adjoining 'Cairns' housing development to a point south of the proposed new access, details to be agreed with the Council's Transport Planning team and subject to a Traffic Order. The access road will require to be constructed to adoptive standards which will be secured through a Road Construction Consent. Visibility splays of 215m from a set back distance of 9m, are required. These are achievable on land owned by the applicant and on the road verge due to this being a long straight section of road. If the 40MPH is extended then there will be scope to reduce the visibility requirements.

It is expected that the proposed development will connect to public water and wastewater networks which will require agreement with Scottish Water. For the avoidance of doubt, SEPA has asked for a condition requiring all development on the site to connect to the public sewage network.

A Flood Risk Assessment (FRA) and Drainage Impact Assessment have been submitted which satisfy SEPA and the Council's Flood Team. The FRA shows part of the site (in the south-west corner adjacent to the Black Burn) within the 1 in 200 year return flood plain and accordingly development is held back from this area.

#### 8.6 Other Material Considerations

Four third party representations have been received – one in support; one neutral and two parties raised objections and also objected to the allocation of the site in the Inner Moray Firth Local Development Plan. Muir of Ord Community Council has also raised concerns over aspects of the indicative Masterplan submitted. The points raised are summarised in Sections 4.2 and 5.8 of this report and considered as part of the assessment above. Other than the fundamental objection by two parties with substantial concerns expressed over road safety, generally the concerns relate to the detailed layout of the proposed development. This will be subject to further applications for matters specified in conditions and will be subject to further advertisement and neighbour notification at that stage. With regard to the Community Council's wish that the housing element is relocated to the northern part of the site, it is submitted that this area is directly opposite and closer to the industrial estate and therefore more susceptible to potential environmental problems such as noise and odour as well as a poor west facing aspect. It therefore lends itself better to commercial and business uses. A substantial suite of conditions is recommended to ensure that such details take full account of all consultee and third party representations received. In particular it is submitted that road safety will be improved through extension of the 40MPH speed limit to the Windhill bend and through provision of a linking footpath/cycleway along the boundary of the site with the A862 public road.

SSE has highlighted that a high voltage overhead line crosses the site and an informative note is attached to alert the applicant to the requirements.

Significant archaeological remains are recorded within the proposed development area. These include features indicative of prehistoric settlement identified through crop marks, as well as a prehistoric standing stone which has been designated as a scheduled monument under the Ancient Monuments and Archaeological Areas Act 1979. The area immediately surrounding the development area also demonstrates evidence for significant prehistoric settlement, as well as an additional scheduled standing stone to the east. Prehistoric burial practice is also present, as evidenced by the discovery of a cist burial at Windhill to the south. The overall potential for significant archaeological remains to survive within the proposed development area is considered to be high. The Council's Historic Environment Team advise that a programme of archaeological investigation will need to be take place in advance of development to establish the potential and extent of surviving archaeological features and/or deposits. This will involve geophysical survey followed by a programme of trial trenching in the first instance. If significant archaeological discoveries are made further work, such as excavation, may be required. It is strongly advised that the initial archaeological investigations take place at an early stage as this may allow the development to be designed around areas of high archaeological potential/significance. This would enable the archaeological remains to be preserved, and also reduce costs associated with archaeological excavation. The scheduled standing stone 'The Windhill Stone' will need to be preserved in situ and within an appropriate setting and early discussion with Historic Scotland regarding the monument is encouraged. There would be an opportunity to facilitate access and interpretation of the standing stone, and this should be explored as part of the design proposals.

An initial Archaeological Report has been submitted with the application and concludes that Historic Scotland will need to be consulted about any plans that would affect the standing stone, or its 'setting', and that Scheduled Monument Consent will need to be obtained. It will require to be safeguarded in the scheme and the Report recommends leaving as much open ground as possible around this feature for use as public open space. All excavations or changes of level should be avoided within a distance to be agreed. It is noted that the stone is now leaning and this should be monitored. Ongoing maintenance will need to be considered as part of the development. In addition the stone dyke which forms the eastern boundary to part of the site is recognised as having historic significance and should be retained and repaired as part of the development. It is therefore important that conditions are attached securing submission of a detailed archaeological programme with any subsequent detailed application, which recognises the significance of this issue.

## 8.7 Matters to be secured by Section 75 Obligation

In accordance with the Supplementary Planning Guidance on Developer Contributions, 25% affordable housing contribution will be required as part of this development, together with contributions towards education, community facilities and public transport. This can be secured by Section 75 Obligation. Additional developer contribution requirements relating to open space, green networks, provision of public art and footpath/cycle links can be secured by condition.

#### 9. CONCLUSION

9.1 All relevant matters have been taken into account when appraising this application. It is considered that the proposal accords with the principles and policies contained within the Development Plan and is acceptable in terms of all other applicable material considerations.

#### 10. RECOMMENDATION

Action required before decision issued Y

Conclusion of Section 75 Agreement Y

**Subject to the above,** it is recommended the application be **Granted** subject to the following conditions and reasons / notes to applicant:

Note: If the Section 75 Obligation is not concluded within a period of four months, or an extended period as may be agreed in writing with the Planning Authority, then the application is recommended for Refusal under the scheme of delegation for the following reason:

The development is contrary to Policies 31 and 32 of the Highland-wide Local Development Plan as the applicant has failed to conclude a Section 75 Obligation to secure a contribution towards the delivery of affordable housing, education, community facilities and public transport.

- 1. The site layout shown on submitted Masterplan is indicative only. No development shall commence until all of the matters specified below have been approved on application to the Planning Authority:
  - a detailed finalised layout of the site of the proposed development (including site levels as existing and proposed);
  - ii. the design and external appearance of the proposed development;
  - iii. landscaping proposals for the site of the proposed development (including boundary treatments);
  - iv. details of access and parking arrangements;
  - v. details of the proposed water supply and drainage arrangements; and
  - vi. details of a public art installation.

**Reason**: Planning permission is granted in principle only and these specified matters must be approved prior to development commencing.

- 2. For the avoidance of doubt, any details pursuant to Condition 1 above shall show a development which includes a mix of uses as shown on the submitted Masterplan, as follows:
  - 1. Class 1 Retail (maximum of 500m² gross floorspace, of which a maximum of 200m² shall be convenience food sales;
  - 2. Class 1 Retail (maximum of 2000m² gross floorspace, excluding polytunnels etc., for specific use as a Garden Centre;
  - 3. Class 4 Business (maximum of 2200m² gross floorspace; and
  - 4. Class 9 Houses (including flats) (maximum of 60 units)...

**Reason**: In accordance with Policy MO5 in the Inner Moray Firth Local Development Plan, and to ensure that the development is delivered in accordance with the application and supporting information hereby approved.

- 3. Any details pursuant to Condition 1 above shall show a development featuring the following elements in relation to the housing element of the site:
  - i. walls finished predominantly in a white/off-white wet-dash render/smooth coursed cement render/natural stone/timber features;
  - ii. a roof covering of natural slate or flat dark grey/anthracite roof tiles;
  - iii. a maximum of two storeys in height;
  - iv. windows with a strong vertical emphasis;
  - v. a roof symmetrically pitched of not less than 35° and not greater than 45°;
  - vi. predominantly rectangular in shape with traditional gable ends; and

vii. window openings shall have a vertical emphasis and no interfacing openings shall be within 18 metres of one another other than for bathroom, shower room or WC windows with obscure glazing.

**Reason**: To ensure the character of the development relates well to existing buildings within the vicinity and to contribute to levels of privacy within the development in accordance with Policies 28 and 34 of the Highland-wide Local Development Plan.

- 4. In terms of the matters specified in Condition 1 above, the site access and internal roads and footpaths shall be designed to the standard required by the Council to allow adoption. No development shall commence until evidence has been submitted to and approved in writing by the Planning Authority that demonstrates that all necessary consents and bonds are in place for the road. For the avoidance of doubt, the following requirements shall be incorporated within the access and road design:
  - 1. The location of the site junction off the A862 shall be agreed with the Council and shall be located to comply with the junction spacing requirements relative to existing junctions in accordance with the Council's Roads and Transport Guidelines for New Developments. The junction shall incorporate a right turn lane on the A862 which shall be demarcated as agreed with the Council and shall be compatible with the existing right turn lane at the A862/B9169 junction. The junction shall be constructed prior to commencement of development.
  - 2. Visibility splays at the site access junction with the A862 shall be 9 x 215 metres.
  - 3. The development shall be designed for 20mph vehicle speeds and be signed at 20mph.
  - 4. Parking for cars and cycles for all elements of the development shall be provided in accordance with the Council's standards and parking layouts shall be agreed with the Council.
  - 5. The internal road layout including carriageways, footways, and shared surfaces shall be agreed with the Council and the extent of adoption agreed.
  - 6. Adequate provision shall be made for storage and collection of recycling and refuse bins.
  - 7. A scheme for street lighting shall be agreed with the Council and provided prior to first occupation.

**Reason**: In the interests of road safety and to ensure a standard of access commensurate with the scale of development in accordance with Policy 28 of the Highland-wide Local Development Plan.

5. No development shall commence until a Traffic Order has been made which will extend the 40mph speed limit to the south of the proposed access junction. The traffic order for this will be promoted by the Council at the developer's expense with new and/or relocated signage provided and installed by the developer prior to first occupation of any part of the development.

**Reason**: In the interests of road safety and to ensure a standard of access commensurate with the scale of development in accordance with Policy 28 of the Highland-wide Local Development Plan.

6. No development shall commence on site until evidence has been submitted to the Planning Authority that Scottish Water has granted consent for the development to connect to the public sewer.

**Reason**: In order to ensure public infrastructure has the capacity to accept the additional development.

7. Any details pursuant to Condition 1 above shall show a design and layout informed by the flood risk assessment approved as part of this planning permission. Any measures included within the design and layout for the purposes of mitigating and/or protecting properties and/or land from flood risk shall be completed prior to the first occupation of the development. For the avoidance of doubt, the finalised site layout shall be designed to ensure that no built development or land raising take place within the area shown to be at risk of flooding on Drawing No: 100363/2001 Rev A submitted as part of the supporting Flood Risk Assessment (Issue 3) prepared by Fairhurst and dated 13.11.2013.

**Reason**: To ensure that all flood mitigation infrastructure, required in order to reduce the risk of flooding occurring both within and outwith the application site, is provided timeously.

The Phasing Plan shown with the submitted Masterplan is indicative only. No development shall commence until a Phasing Plan outlining details of the phasing of the development has been submitted to, and approved in writing by, the Planning Authority. Thereafter, development shall be undertaken in accordance with this approved Phasing Plan unless otherwise agreed in writing by the Planning Authority. For the avoidance of doubt, there shall be no more than 20 houses built in any one calendar year (if the 20 units are not built in any calendar year, the balance may be carried over to the subsequent year).

**Reason**: In accordance with Policy MO5 in the Inner Moray Firth Local Development Plan, to ensure that build-out of the development is phased so as to avoid adverse impact on local services and infrastructure until required improvements have been put in place.

9. Any details pursuant to Condition 1 above shall show surface water drainage provision within the application site which accords with the principles of Sustainable Urban Drainage Systems (SUDS) and is designed to the standards outlined in Sewers for Scotland Second Edition (or any superseding guidance prevailing at the time). Finalised details for each phase of the development shall be submitted for the approval of the Planning Authority in consultation with SEPA. All areas, except for roofs, shall be provided with two levels of SUDS treatment. For the avoidance of doubt, the climate change allowance within the drainage system shall be 20%. Furthermore, the detailed design shall demonstrate how the 200 year event will be contained within the site boundary without flooding critical roads or properties. Development shall proceed thereafter on the basis of such approved details and implemented in full for each phase prior to occupation of any houses within this phase.

**Reason**: To ensure adequate surface water drainage management and prevent localised flooding in accordance with Policy 66 of the Highland-wide Local Development Plan.

10. Any details pursuant to Condition 1 above shall include details of a scheme for the layout, design and construction of green spaces and play areas (including specifications, protection measures, boundary treatments and timescales for implementation). Thereafter, the approved scheme shall be implemented in full and in accordance with the timescales contained therein. For the avoidance of doubt, this shall include full details of the location, form and programme for delivery of a centrally located, mixed age group, equipped play area. Thereafter, the play area shall be installed by, and at the expense of, the developer in line with these approved details, and its on-going upkeep shall be included in a factoring agreement (or similar), unless otherwise first agreed in writing by the Planning Authority.

**Reason**: To ensure that adequate measures for the delivery and future maintenance of sufficient green spaces and play space have been provided in accordance with Policy 31 of the Highland-wide Local Development Plan.

11. No development shall commence until a scheme for the maintenance, in perpetuity, of all on-site green spaces and/or woodland and/or sports facilities and/or play areas and/or other spaces, facilities, features or parts of the development that are not the exclusive property of any identifiable individual home owner (such as communal parking areas, the common entrances to flatted developments and estate lighting, and those elements of surface water drainage regimes not maintained either by the Council or Scottish Water), has been submitted to, and approved in writing by, the Planning Authority. Thereafter, the approved scheme shall be implemented in full and in accordance with the timescales contained therein.

**Reason**: To ensure that all communal spaces, facilities and landscaping areas are properly managed and maintained.

12. Any details pursuant to condition 1 above shall include a detailed Landscape Plan and Maintenance Programme. This shall be clearly linked to the Phasing Plan required by condition 6 above. The Landscape Plan for each phase shall be implemented in full during the first planting season following commencement of development, with maintenance thereafter being carried out in accordance with the Maintenance Programme. For the avoidance of doubt, any trees or plants which within a period of five years from the completion of the development die, for whatever reason are removed or damaged shall be replaced in the next planting season with others of the same size and species.

**Reason**: To ensure the provision of planting and landscaping at appropriate times during the development of the site and for replacement when required, in accordance with Policies 28, 29 and 34 of the Highland-wide Local Development Plan.

13. Prior to first occupation of any part of the development, two bus stops shall be provided adjacent to the site on the A862 at a location to be approved by the Council. Bus stops shall include bus lay-byes, shelters, lighting and real time information displays. Direct pedestrian access shall be provided from the development to the bus stop at a location agreed with and to a standard approved by the Council again prior to first occupation of any part of the development.

**Reason**: To ensure timeous enhancement of public transport services in accordance with Policies 28, 31 and 56 of the Highland-wide Local Development Plan.

14. Prior to first occupation of any part of the development, a 3 metre wide combined footpath/cycle way shall be provided for the full length of the development site parallel with the A862. The path shall be connected within the road verge to the existing path within the Cairns development to the north and to the existing path to the south which extends to Beauly. This path should be built to the adopted standards (section 10) within Cycling By Design (Transport Scotland, 2010), consideration of cycle priority at junctions (section 7.2.2.3) and details for future maintenance shall be submitted for approval by the Planning Authority in consultation with the Roads Authority. Development shall proceed thereafter on the basis of such approved details.

**Reason**: To ensure timeous provision for enhancement of pedestrian and cycleways in accordance with Policies 28, 31 and 56 of the Highland-wide Local Development Plan.

- No development shall commence until a detailed Outdoor Access Plan of public access across the site (as existing, during construction and following completion) has been submitted to, and approved in writing by, the Planning Authority. The plan shall include details showing:
  - All existing access points, paths, core paths, tracks, rights of way and other routes, and any areas currently outwith or excluded from statutory access rights under Part One of the Land Reform (Scotland) Act 2003, within and adjacent to the application site;
  - Any areas proposed for exclusion from statutory access rights, for reasons of privacy, disturbance or effect on curtilage related to proposed buildings or structures;
  - iii. All proposed paths, tracks and other routes for use by walkers, riders, cyclists, all-abilities users, etc. and any other relevant outdoor access enhancement (including construction specifications, signage, information leaflets, proposals for on-going maintenance etc.);
  - iv. Any diversion of paths, tracks or other routes (whether on land or inland water), temporary or permanent, proposed as part of the development (including details of mitigation measures, diversion works, duration and signage).

The approved Outdoor Access Plan, and any associated works, shall be implemented in full prior to the first occupation of the development or as otherwise may be agreed within the approved plan.

**Reason**: To ensure suitable and timely provision of all-abilities access across the site and in order to safeguard public access during the construction phase of the development.

16. No development or work (including site clearance) shall commence until a programme of work for the evaluation, preservation and recording of any archaeological and historic features affected by the proposed development/work, including a timetable for investigation, all in accordance with the attached specification, has been submitted to, and approved in writing by, the Planning Authority. The approved programme shall be implemented in accordance with the agreed timetable for investigation

**Reason**: In order to protect the archaeological and historic interest of the site.

- 17. No development or work (including site clearance) shall commence until a Heritage Interpretation Plan for the Windhill Standing Stone has been submitted to, and approved in writing by the Planning Authority. The Plan shall:
  - i. propose interpretative text and source appropriate images; and
  - ii. propose a suitable design for the interpretation panel/s; and
  - iii. propose for a location and design for the interpretation plinth or stand; and
  - iv. include proposals for implementation of the Plan.

The approved Plan shall be implemented prior to the first use of the development hereby approved, or, if different, in accordance with the approved Plan.

**Reason**: In order to promote the archaeological/historical interest of the site.

18. Any details pursuant to Condition 1 above shall show repair and retention of the existing stone dyke forming part of the eastern boundary to the site and details for continuation of the feature along the eastern site boundary over the section to the north-east of the site where the wall does not exist at present. Where the wall is proposed to be breached to facilitate access detailed archaeological recording will be required and should form part of the programme of work required under Condition 15 above.

**Reason**: In order to protect the archaeological and historic interest of the site.

#### **REASON FOR DECISION**

The proposals accord with the provisions of the Development Plan and there are no material considerations which would warrant refusal of the application.

#### TIME LIMITS

In accordance with Section 59 of the Town and Country Planning (Scotland) Act 1997 (as amended), an application or applications for the approval of matters specified in conditions attached to this planning permission in principle must be made no later than whichever is the latest of the following:

- i. The expiration of THREE YEARS from the date on this decision notice;
- ii. The expiration of SIX MONTHS from the date on which an earlier application for the requisite approval was refused; or
- iii. The expiration of SIX MONTHS from the date on which an appeal against such refusal was dismissed.

The development to which this planning permission in principle relates must commence no later than TWO YEARS from the date of the requisite approval of any matters specified in conditions (or, in the case of approval of different matters on different dates, from the date of the requisite approval for the last such matter being obtained), whichever is the later. If development has not commenced within this period, then this planning permission in principle shall lapse.

#### FOOTNOTE TO APPLICANT

#### **Accordance with Approved Plans and Conditions**

You are advised that development must progress in accordance with the plans approved under, and any conditions attached to, this permission. You must not deviate from this permission without consent from the Planning Authority (irrespective of any changes that may separately be requested at the Building Warrant stage or by any other Statutory Authority). Any pre-conditions (those requiring certain works, submissions etc. prior to commencement of development) must be fulfilled prior to work starting on site. Failure to adhere to this permission and meet the requirements of all conditions may invalidate your permission or result in formal enforcement action

#### Flood Risk

It is important to note that the granting of planning permission does not imply there is an unconditional absence of flood risk relating to (or emanating from) the application site. As per Scottish Planning Policy (p.198), planning permission does not remove the liability position of developers or owners in relation to flood risk.

#### Scottish Water

You are advised that a supply and connection to Scottish Water infrastructure is dependent on sufficient spare capacity at the time of the application for connection to Scottish Water. The granting of planning permission does not guarantee a connection. Any enquiries with regards to sewerage connection and/or water supply should be directed to Scottish Water on 0845 601 8855.

#### **Local Roads Authority Consent**

In addition to planning permission, you may require one or more separate consents (such as dropped kerb consent, a road openings permit, occupation of the road permit etc.) from TECS Roads prior to work commencing. These consents may require additional work and/or introduce additional specifications and you are

therefore advised to contact your local TECS Roads office for further guidance at the earliest opportunity. Failure to comply with access, parking and drainage infrastructure requirements may endanger road users, affect the safety and free-flow of traffic and is likely to result in enforcement action being taken against you under both the Town and Country Planning (Scotland) Act 1997 and the Roads (Scotland) Act 1984.

Further information on the Council's roads standards can be found at: <a href="http://www.highland.gov.uk/yourenvironment/roadsandtransport">http://www.highland.gov.uk/yourenvironment/roadsandtransport</a>

Application forms and guidance notes for access-related consents can be downloaded from:

http://www.highland.gov.uk/yourenvironment/roadsandtransport/roads/Applicationformsforroadoccupation.htm

#### **Protected Species - Halting of Work**

You are advised that work on site must stop immediately, and Scottish Natural Heritage must be contacted, if evidence of any protected species or nesting/breeding sites, not previously detected during the course of the application and provided for in this permission, are found on site. For the avoidance of doubt, it is an offence to deliberately or recklessly kill, injure or disturb protected species or to damage or destroy the breeding site of a protected species. These sites are protected even if the animal is not there at the time of discovery. Further information regarding protected species and developer responsibilities is available from SNH: <a href="https://www.snh.gov.uk/protecting-scotlands-nature/protected-species">www.snh.gov.uk/protecting-scotlands-nature/protected-species</a>

#### SSE

SSE has highlighted that a high voltage overhead line crosses the site. All works in proximity to overhead lines must be carried out in accordance with the Health and Safety Guidance Note GS6. A map showing the approximate location of the line is attached and if you have any further enquiries please contact SSE Engineering and Connections Team. (Tel. 08000 483515).

#### Sustainable Design

Future designs for this site should draw on the principles contained within with The Highland Council's Sustainable Design Guide: Interim Supplementary Guidance, in particular with regard to use of sustainable building materials, waste water reuse/recycling and energy conservation.

### **Street Names**

In line with the Council's Gaelic Language Plan and Policies, you are encouraged to consider the adoption of Gaelic or Gaelic-influenced street names in this development. For further guidance, you may wish to contact the Council's Gaelic Development Manager (01463 724287) or Comunn na Gàidhlig (01463 234138).

#### Section 75 Obligation

You are advised that this planning permission has been granted subject to a Section 75 Obligation. The terms of the obligation must be read in conjunction with the planning permission hereby approved. The terms of the obligation may affect further development rights or land ownership and you are therefore advised to consult with the Planning Authority if considering any further development.

#### **Major Development Site Notice**

Prior to the commencement of this development, the attached Site Notice <u>must</u> be posted in a publicly accessible part of the site and remain in place until the development is complete. This is a statutory requirement of the Town and Country Planning (Scotland) Acts and associated regulations.

#### **Schedule 3 Development Site Notice**

Prior to the commencement of this development, the attached Site Notice <u>must</u> be posted in a publicly accessible part of the site and remain in place until the development is complete. This is a statutory requirement of the Town and Country Planning (Scotland) Acts and associated regulations.

#### SGL Carbon

In accordance with advice from SEPA, endorsed by the Reporters into the Examination of the Inner Moray Firth Proposed Local Development Plan, the developer is advised to consult with SGL Carbon to consider any environmental implications arising from that industrial process. It is recommended that a report of such consultation process and any resultant recommended mitigation measures are included with any future detailed application for development of this site, whether under matters specified in the conditions of this permission or by separate full application for planning permission.

#### **Scheduled Monument Consent**

Please note that the Windhill Standing Stone is a Scheduled Ancient Monument and that Scheduled Monument Consent may be required for any works which affect this structure. Further information on the Scheduled Monument Consent process can be downloaded from Historic Scotland's website:

http://www.historic-scotland.gov.uk/index/heritage/searchmonuments.htm

Signature: Dafydd Jones

Designation: Area Planning Manager North

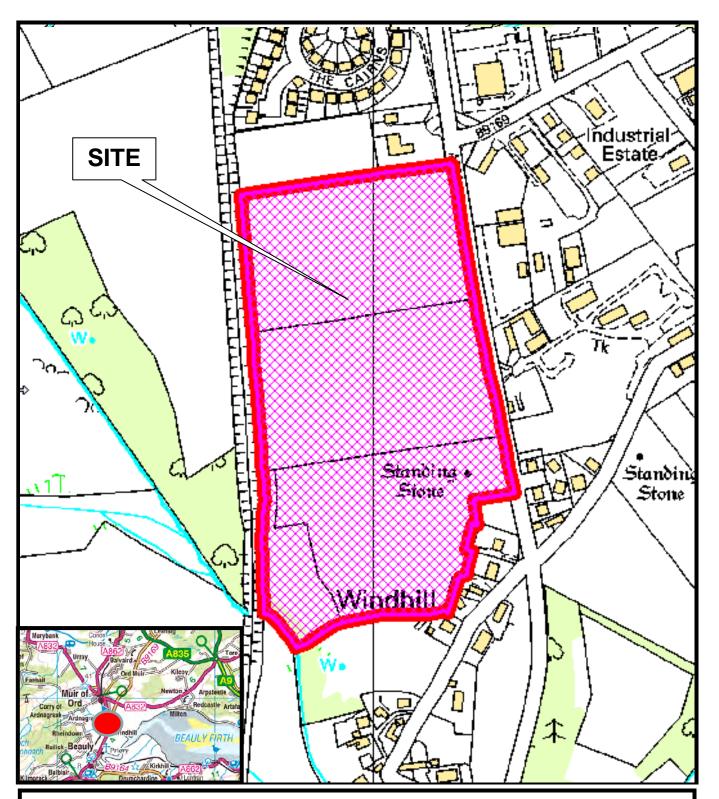
Author: Dorothy Stott

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

Relevant Plans: Plan 1 – Location Plan

Plan 2 – Indicative Masterplan
Plan 3 – Indicative Phasing Plan

Plan 4 – Flood Risk Plan





Planning & Development Service

## 13/04534/PIP

Mixed use development comprising business/office, garden centre/horticultural retail, private & affordable houses, open space, & footpaths & improved footway

28 April 2015





Client IAN ELLIOT PARTNERSHIP

Drawing title
MASTER PLAN LAYOUT

Project Muir of Ord - Mixed Use Development

Project Muir of Ord - Mixed Use Development

1:750

Date

1:750

Date

Drawn
MP

ARCHITECTURE

MARTIN@PATIENCE-ARCHITECTURE.CO.UK
Tel-07900055903

0 10 20 30 40 50 75 100



Client IAN ELLIOT PARTNERSHIP

Drawing title
MASTER PLAN LAYOUT

Project Muir of Ord - Mixed Use Development

Project Muir of Ord - Mixed Use Development

1:750

Drawn MP

ARCHITECTURE

Project Address
Land South of "the Cairns", Great North Road

Scale
1:750

Drawn MP

ARCHITECTURE

MARTIN@PATIENCE-ARCHITECTURE.CO.UK
Tel-07900055903

PHASE 1

PHASE 2

PHASE 3

0 10 20 30 40 50 75 100

