The Highland Council
Comhairle na Gàidhealtachd

**Roads and Transport Guidelines for New Developments**
**Stiùiridhean Rathaidean is Còmhdhalach airson Leasachaidhean Ùra**

Section 2 – Planning applications
Earrann 2 – Iarrtasan dealbhachaidh

# Chapter 2
# Caibideil 2
## Planning
## Dealbhachadh

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# Section 1 – Policy and procedures / Earrann 1 – Poileasaidh is modhan

Section 1 of this document describes the processes involved in satisfying the transportation aspects of planning applications and in obtaining the necessary consents that are required before a new road is constructed and, thereafter, adopted as a public road by The Highland Council, acting in its role as Local Roads Authority.

**Section 1 includes the following:**

**Chapter 1** – Policy

**Chapter 2** – Planning

**Chapter 3** – Road Construction Consent and Traffic Orders

# Chapter 2 – Planning / Caibideil 2 – Dealbhachadh

## 2.1 Planning applications / Iarrtasan dealbhachaidh

### 2.1.1 General

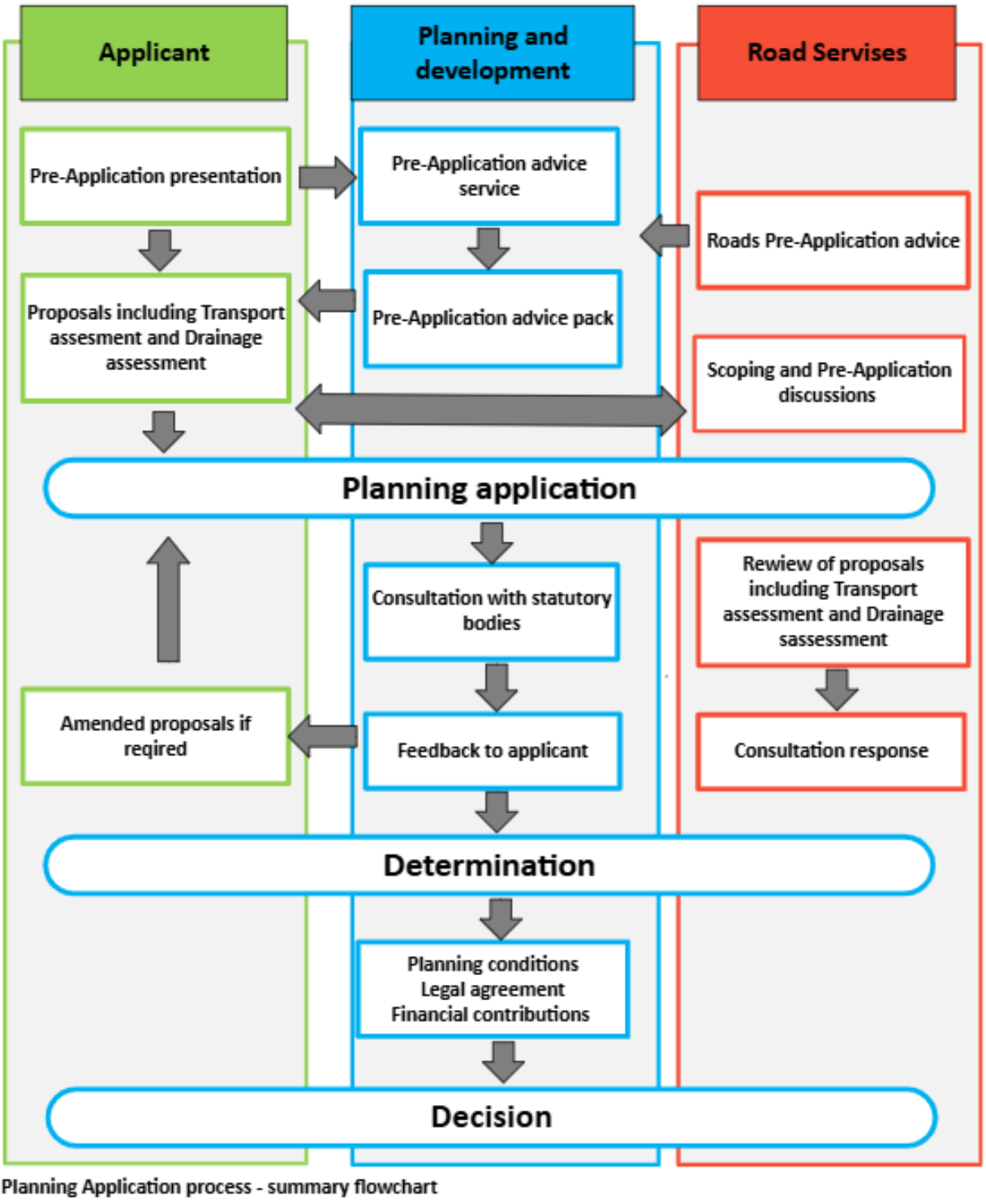
2.1.1.1 Chapter 2 relates to the transport, flooding and drainage issues of a planning application that are considered by the Local Roads Authority as a Statutory Consultee and how the issues are dealt with.

2.1.1.2 Guidance on other planning aspects of a development proposal can be obtained from the Council's website: - Planning and building standards

2.1.1.3 Figure 2.1 shows a summary flowchart that provides a summary of the planning process. The role and input from the Council's Planning and Development Service and also Transport Planning and Local Area Roads Teams are illustrated. Planning and Development staff will lead the process.

2.1.1.4 For most planning applications, the Roads Authority will be consulted. Transport Scotland is consulted in relation to those applications that affect or are close to a Trunk Road and further advice is contained within Development Management Guidance, published by Transport Scotland. For applications affecting Trunk Roads, comments are also usually requested from the Council, as Local Roads Authority.

2.1.1.5 A developer should note that the granting of planning permission does not place an obligation on the Council to either permit the construction of a new road or adopt a new road.




Planning Application process - summary flowchart

**Figure 2.1 Planning application process – summary flowchart**

### 2.1.2 Pre-application consultation and scoping

2.1.2.1 Prior to submitting any planning application, it is strongly recommended that a developer initially consults the Council's Planning and Development Service at an early stage in the preparation of a development proposal. This is especially important for medium/large or sensitive proposals. The Council offers a range of pre-application advice services available on the Council website. To acquire these value-added services a fee is required. To find out more about fees please go to the Planning and Environment Fees and Charging document available on the Council's website. The Council's Planning and Development Service shall be the main point of contact during the application process and will be able to discuss key issues and agree scoping requirements such as: - location; scale of development; access arrangements; layout; design; and mitigation measures.

2.1.2.2 For national and major developments, as defined within Circular 5/2009 – Hierarchy of Developments, pre-application consultation with the public is now a mandatory requirement and a Pre-Application Consultation (PAC) Report has to be submitted with the planning application.

2.1.2.3 During the pre-application stage, the developer may be advised to seek certain aspects of transportation advice from specialist sections of the Council, with regard to some particular aspect of the proposal, such as road structures, lighting or public transport.

2.1.2.4 For medium/large development proposals or those of a sensitive nature, there is likely to be a requirement for the developer to agree scoping requirements. Scoping seeks to agree what issues need to be considered, together with the type and detail of information that should be provided as supporting information for a subsequent planning application. Agreement of scoping requirements is important as it can significantly reduce the time taken to determine the application and help avoid un-necessary delay. Where there is a requirement for a Transport Assessment this should be subject to a scoping agreement.

### 2.1.3 Masterplanning

2.1.3.1 For large development proposals, particularly involving mixed land uses, the Council may require some form of master planning or planning brief to be undertaken by the developer. A planning brief or master plan can play an important role in the delivery of sustainable developments and communities, as it clearly sets out proposals for buildings, spaces, movement and land use,

together with an implementation strategy. Masterplanning is intended to be a positive process that seeks to address the wide-ranging issues needing to be addressed in order to make places successful, in terms of planning policy.

### 2.1.4 Making a planning application

2.1.4.1 For all applications it is important to include all the relevant documentation to enable the application to be determined at the outset. Provision of full information with the application avoids the need for additional details to be requested and will reduce the possibility of delays arising during the process. The information in the following sections is given as a guide to the level of detail required as a standard minimum but as each site is different and is subject to different considerations and issues additional information may be required by the Council in individual circumstances. Applicants are advised to consult the Council to establish the level of detail required in any particular case.

2.1.4.2 Applications for single houses and small groups of houses where there is no requirement for a new adopted road are covered by the guidance document Access to Single Houses and Small Housing Developments. For developments in this category the following documents are required:

- a site location plan at a minimum scale of 1:10,000
- a proposed site plan at a minimum scale of 1:500 which shows existing public roads, the proposed site access arrangements with dimensioned bell mouth, service bay and visibility splays
- a completed Private Access Checklist Private Access Checklist

The above information is required for applications for both Planning in Principle and Full Planning.

2.1.4.3 For larger developments not covered by the requirements are given in the following sections: Section 2.2.2

2.1.4.4 For applications for Planning in Principle the level of detail required depends on the scale of development and the anticipated transport impacts. The minimum requirement for most developments is as follows:

- a site location plan at a minimum scale of 1;10,000,
- a proposed site plan at a minimum scale of 1:1,250 which identifies the site boundaries, existing public roads and footpaths, the proposed site access locations,

- dimensioned plans showing the details of the proposed accesses onto the public road including carriageway and footway widths, bell mouths and visibility splays. A scale of 1:500 is normally appropriate,
- plans showing details of any offsite mitigation proposed to the existing public roads, including but not confined to road widening, bus stops, active travel infrastructure, junction upgrades, traffic calming and the like,
- Form TA1 Transport Form or a Transport Assessment (TA). The requirement for a TA is to be agreed with the Council and will generally be in accordance with the guidance given below,
- an indicative internal layout may be submitted for illustrative purposes but is not binding on the developer (it should be noted that although the layout is not binding the quantum of development and hence the transport impact of the proposed development must be identified)
- a Drainage Statement or Drainage Impact Assessment (for more information and criteria refer to Interim Supplementary Guidance: Flood Risk & Drainage Impact Assessment)
- for sites which are at risk of flooding a Flood Risk Statement or Flood Risk Assessment is required (for more information and criteria refer to Interim Supplementary Guidance: Flood Risk & Drainage Impact Assessment)

2.1.4.5 For applications for Matters Specified in Condition (MSC) the minimum level of information required is as follows:

- general arrangement plans of roads and parking areas, dimensioned to show carriageway and footway widths, road centre-line levels, building ground floor levels, bellmouths, turning heads, parking bays/in curtilage parking, communal cycle storage, provision for refuse/recycling storage/collection, service strips, bus stops, pedestrian crossings, cut and embankment slopes, drainage and the like, and showing areas proposed for adoption,
- proposals for dealing with watercourses,
- details of a site-specific nature as required by the MSC.
- any matters not fully covered at Planning in Principle stage as detailed in Section 2.2.3.1

2.1.4.6 For Full Planning applications the details required will include all the information included in sections 2.1.4.4 and 2.1.4.5 above.

**Table 2.1 Summary of planning application supporting documentation.**

√ denotes information required

| **Typically, the following documents are required** | **Planning in principle** | **Matters specified in condition** | **Full planning** |
|---|---|---|---|
| Location plan: scale 1:10,000 | √ | √ | √ |
| Site plan showing access arrangements min scale: 1:1,250 | √ | √ | √ |
| Dimensioned plans showing details of accesses onto the public road including carriageway and footpath widths, bell mouths and visibility splays | √ | If full details have not been provided at PIP then further information will be required under MSC | √ |
| Details of proposed offsite mitigation including road widening, bus stops, ped. crossings, junction upgrades, traffic calming | √ | If full details have not been provided at PIP then further information will be required under MSC | √ |
| General arrangement layout plans of roads and parking areas dimensioned to show carriageway and footway widths, road centreline levels, bellmouths, turning heads, parking bays/in-curtilage parking, communal cycle storage, provision for refuse storage/collection, service strips, bus stops, ped crossings, cut and embankment slopes, drainage, and the like and showing areas proposed for adoption | Indicative layouts normally required showing leading dimensions to confirm site viability and gradients on steep sites | √ | √ |
| Transport Statement or a Transport Assessment where applicable. | √ | If full details have not been provided at PIP then further information will be required under MSC | √ |
| Drainage statement or Drainage Impact assessment in accordance with Interim Supplementary guidance: Flood Risk & Drainage Impact assessment. | √ | If full details have not been provided at PIP then further information will be required under MSC | √ |
| Detailed proposals for dealing with watercourses where applicable. | Outline proposals required at PIP | √ | √ |
| Flood Risk statement or Flood Risk assessment | | For requirements refer to Interim supplementary guidance: Flood risk & Drainage impact assessment | |
| Site specific requirements of the MSC | | √ | |

### 2.1.5 Transport considerations to be addressed in planning applications

2.1.5.1 A developer must anticipate any future extensions to the development proposal and, therefore, design all new roads and other facilities accordingly. Further extensions that seek to make use of existing access roads may not subsequently be acceptable unless specific provision has been made within the initial design proposals.

2.1.5.2 The main transportation considerations will be the accessibility of all modes of travel to and within the development, together with the adequacy of the proposals in respect of all relevant modes of transport including the effect of the development on the surrounding public roads. In respect of transportation issues, the Council would assess relevant items from the following list:

**General**

- the appropriateness of the development and the location in transport planning terms;
- the extent to which the proposals comply with any Council development plans and local, regional and national transport policies and the relevant transport implications of these plans and strategies
- the characteristics of the adjacent road network, based on the volume, type and destinations of all modes of transport using it.
- how travel patterns are likely to change in the foreseeable future;
- extent and type of any transport computer modelling required by the Council;
- the volume and type of vehicular traffic likely to be generated by the proposed development, together with its envisaged distribution and impact;
- the adequacy of the adjacent road network to accommodate development traffic and the need for any mitigation measures, such as proposals for infrastructure to aid active travel, road widening, junction improvements and traffic management improvements. In certain circumstances, where development forms part of a wider expansion, developers will be expected to contribute to wider schemes of works through a process of developer contributions;

**Accessibility**

- proposed access locations to the development for all modes of transport, including pedestrians, cyclists, public transport and other vehicles. Any restrictions on locations, junction types, sight distances, gradients, etc. The safety of the road network, including proximity of any schools (which could require

the introduction of adjacent statutory speed limits with associated infrastructure and also Safer Routes to School measures), emergency access;
- likely desire lines and facilities for pedestrians and cyclists, including connections to adjacent networks;
- likely public transport demand and the need for possible alterations or extensions to existing services or new service provision, as well as the need for bus stops and their infrastructure requirements, together with access arrangements and links, including to railway stations;
- accessibility within the site for all relevant modes of transport;
- the location and detailed design of pedestrian and cycle routes and crossing facilities, including connections with existing external routes;

**Design**

- likely number of internal road(s) and their hierarchy to be provided and the number of units served by each
- the various types of new roads to be provided, together with their layout design, vertical profile and junction arrangements, for different classes of development;
- the safety of the road network and any associated mitigation measures, including Road Safety Audit Stage 1 or 2 Reports, as required by the Council;
- the amount of parking provision, for vehicles and bicycles, together with their locations;
- provision of road lighting;
- details of servicing requirements;
- locations of services, both underground and overhead;
- outline design proposals for bridges and road structures;
- flooding and drainage requirements;

**External to the site**

- the location of existing or proposed commercial destinations and community facilities, such as shops and schools, relative to the development and how they are to be connected/integrated with it;
- the location and treatment of any particular problem area external to the site, including any implications that may require the acquisition of land;
- any specific provision required to address the impact of traffic noise;
- construction related issues (routing/timing/volume/size) and any problems or restrictions that may be anticipated;
- the known requirements of any other affected bodies, particularly in

relation to transport issues.

2.1.5.3 The Council would expect many of the above issues to be covered within a Transport Statement or Transport Assessment, submitted as supporting information by the developer in accordance with Section 2.2 below.

2.1.5.4 As not all the issues would apply to a particular development, it is essential that the developer discusses the proposals with The Council, in order to agree which specific issues need to be addressed by supporting information. A developer should note that many of the issues may need to be considered for an application for "Planning Permission in Principle" and, therefore, they may have to undertake a significant amount of work to provide acceptable levels of information.

2.1.5.5 For some of the above items, a full design, in respect of carriageways, footways and footpaths, with widths, corner and curve radii, levels, contours and gradients details, would need to be provided. To assist with any assessment, it is desirable that layout plans, at a minimum scale of 1:500, are submitted with sufficient detail. The design aspects should be consistent with the recommendations set out in Chapter 5 of this document.

### 2.1.6 Drainage and flooding

2.1.6.6 As well as transportation considerations, the Transport Planning Team and the Flood Risk Management Team will also consider drainage and flooding issues. For a proposed development, this will include:

- details of the arrangements for the collection and disposal of surface rainwater, including an indication of Sustainable Urban Drainage measures to be employed and an assessment of any potential flooding arising from storms; and

- the capacity of the existing road surface drainage system, together with the developer's flood risk and/or outline drainage design, including a Drainage Statement where deemed necessary, together with any other known service requirements. Further guidance on drainage is given in Chapter 5 and flooding is covered in Chapter 8.

# 2.2 Transport forms, statements and assessments / Foirmichean, aithrisean is measaidhean còmhdhalach

### 2.2.1 Transport Form

2.2.1.1 For all planning applications, except those for four or fewer houses, the Council will require the applicant to submit a completed TA1 Transport Form, as set out in Appendix 3, as one of the supporting planning application documents. It would be helpful if the Transport Form was made available during pre-application discussions as this will help identify and inform the need for a Transport Assessment.

### 2.2.2 Transport statements

2.2.2.1 For developments for which a full Transport Assessment is not required but which nevertheless have transport impacts, there will be a requirement to provide a short Transport Statement setting out how the proposed development intends to comply with the Council's transport objectives, such as accessibility and parking. Transport Statements should be prepared in line with the Council's guidance document 'Transport Statement Guidance' which is available from the Transport Planning Team.

### 2.2.3 Transport assessments

2.2.3.1 For all developments with significant transport impacts a Transport Assessment (TA) is required. TAs are required for all developments exceeding the thresholds given below and in some cases will be required for smaller developments where the transport impacts are considered to be critical or impact on sensitive locations of the transport network. The requirement for a TA should be discussed and agreed in advance with the Council.

2.2.3.2 The Council would normally expect a TA to be provided when a development meets or exceeds any of the following criteria:

| **Use** | **Scale of development above which a TA is required** |
|---|---|
| Food retail | 1,000m$^2$ Gross Floor Area |
| Non-food retail | 1,000m$^2$ Gross Floor Area |
| Cinemas and conference facilities | 1,000m$^2$ Gross Floor Area |

| | |
|---|---|
| Leisure facilities | 1,000m$^2$ Gross Floor Area |
| Business | 2,500m$^2$ Gross Floor Area |
| Industry | 5,000m$^2$ Gross Floor Area |
| Distribution and warehousing | 10,000m$^2$ Gross Floor Area |
| Hospitals & health facilities | 1,000m$^2$ Gross Floor Area |
| Higher and further education | 2,500m$^2$ Gross Floor Area |
| Stadia | 1,500 seats |
| Housing | 100 dwellings |

2.2.3.3 The TA should be prepared with reference to Transport Assessment Guidance by Transport Scotland and Guidance on the Preparation of Transport Assessments by The Highland Council.

2.2.3.4 Where a Transport Assessment is required, it will be a material consideration in the assessment of the planning application.

2.2.3.5 Where a TA is required, it is recommended that the developer seek early discussions with the Council, to agree the scoping requirements. This is likely to be in the form of a Scoping Paper produced by the applicant and submitted for comment and agreement with the Council.

2.2.3.6 The TA must be a comprehensive and consistent review of all of the potential transport impacts arising from a proposed development. The document should clearly set out the developers' assumptions and how conclusions and recommendations have been reached. The TA should provide a balanced view of the proposed development, considering both positive and negative impacts.

2.2.3.7 In general, the TA should address the potential accessibility of the proposed development by all modes of transport and the capacity/relevance/suitability of those modes to accommodate the trips generated by the development whilst, at the same time, seeking to reduce car dependency. The Council would expect a TA to cover the following topics:

- Existing site and surrounding transport network
- Summary of development proposal
- How the development relates to the requirements and policies of the local development plan
- Accessibility of site by all modes of transport, target population and catchment area
- Pedestrians, cyclists, public transport, private cars and service vehicles

- Trip generation and distribution, relating to person trips
- Modal split and vehicle trip rates
- Social inclusion issues
- Impact of trips on the transport network including affected junctions and areas which may already be subject to congestion. Appropriate analysis and modelling techniques shall be employed including the use of the Council's strategic transport model where relevant.
- Details of on-site and off-site transport proposals
- Details of any required mitigation measures
- Parking provision
- Travel Plan framework
- Conclusions, and recommendations.

2.2.3.8 For developments having a transport impact across a wide area the assessment of the proposals using the Council's strategic transport model may be required. The requirement for this and the procedures to be employed should be discussed at an early date with the Council.

## 2.3 Travel plans / Planaichean siubhail

2.3.1 A Travel Plan is a package of measures, tailored to the needs of individual sites, aimed at promoting sustainable travel within an organisation, development site or residential area, with an emphasis on reducing reliance on single car occupancy travel.

2.3.2 Travel Plans are tailored to the specific circumstances of a location and should reflect the nature and type of development. As a minimum, a Travel Plan should include:

- A clear statement of targets and objectives;
- An assessment of existing transport infrastructure and facilities on site;
- An assessment of the travel needs that are, or will be, generated on site. This is achieved by answering five key questions – Who? Where? Why? When? and How?
- A programme of appropriate measures that will improve accessibility and promote sustainable travel options;
- A programme for the implementation of the Travel Plan, detailing the dates by which the various measures will be put in place;
- The identification of who is responsible for actions of the implementation plan;
- The identification of how required funding will be provided;

- A firm commitment to implement the measures identified; and
- Monitoring mechanisms to ascertain progress towards achieving targets.

Further guidance is provided in Appendix 4

2.3.3 Where a TA is required, it must include a Travel Plan Framework. Thereafter, a draft Travel Plan shall be submitted to the Council for approval prior to opening or occupation of the development. In certain circumstances, the Council may request a Travel Plan be prepared even if no TA is required.

## 2.4 Meeting the needs of people with disabilities /A' coinneachadh ri feumalachdan dhaoine le ciorraman

2.4.1 People with some form of disability account for almost 20% of the UK population and it is important, therefore, that new developments take account of the needs of people with disabilities and the Equalities Act (2010) makes it a legal requirement. To help meet the requirements of the Equalities Act, there are numerous sources of guidance widely available, with "Inclusive Mobility: A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure" (Department of Transport, 2002), and Planning Advice Note 78 – Inclusive Design (Scottish Government, 2006), being two relevant documents. Transport Scotland published Roads for All - Good Practice Guide for Roads in 2013, which is intended to be a Scottish equivalent of the Inclusive Mobility document and will be a mandatory requirement in meeting the needs of the Equalities Act on Trunk Roads. However, much of its guidance and recommendations can equally apply to the local road network.

2.4.2 The Roads for All - Good Practice Guide for Roads contains the requirements for inclusive design in the construction, operation and maintenance of Trunk Road infrastructure that can equally apply to new development roads. Inclusive design is an approach which aims to create environments which can be used by everyone, regardless of age or disability. The most common elements of the Guide have been incorporated throughout this document.

2.4.3 The above requirements are consistent with the Town and Country Planning (Scotland) Act 1997 that now requires Design and Access Statements to be submitted as part of many planning applications. The Statements are to set out how the needs of people with disabilities are to be met and the Council

would check these and need to be satisfied that such needs have been met, prior to granting approvals.

2.4.4 A key element of inclusive design and a requirement of the Equalities Act is the involvement of disabled people. There may be a need, therefore, especially for large developments, in seeking the views of disability organisations, as part of the design process and the developer should consider this carefully.

2.4.5 Local Access Panels include disabled people with an interest in improving access to the built environment and can be useful groups to involve during the development of new roads. The Council can co-ordinate consultation.