

AGENDA ITEM NO 8

REPORT NO 104/19

ANGUS COUNCIL

DEVELOPMENT STANDARDS COMMITTEE – 09 APRIL 2019

PROPOSAL OF APPLICATION NOTICE – FORMER MONTROSE AIRFIELD CHARLETON ROAD MONTROSE

GRID REF: 372447 : 760016

REPORT BY SERVICE LEADER – PLANNING & COMMUNITIES

Abstract:

This report advises Committee that a Proposal of Application Notice (ref. 19/00037/PAN) has been submitted in respect of The Formation of an Enterprise Park to Facilitate Uses Within Use Classes 1, 3, 4, 5, 6, 7, 8, 10 and 11 (As Defined in the Town and County Planning (Use Classes) (Scotland) Order 1997) and Drive Through Fast Food / Coffee Outlets (Hot Food Takeaway) and a Petrol Filling Station, and all Associated Infrastructure and Landscaping Works at Former Montrose Airfield, Charleton Road, Montrose for Isla Developments. Committee is invited to identify issues which it would like to see addressed in the planning application.

1. RECOMMENDATION

It is recommended that Committee notes the key issues identified at this stage and advises of any other issues it considers should be addressed by any planning application that is subsequently submitted.

2. ALIGNMENT TO THE ANGUS COMMUNITY PLAN/SINGLE OUTCOME AGREEMENT/ CORPORATE PLAN

This report contributes to the following local outcome(s) contained within the Angus Local Outcomes Improvement Plan and Locality Plans:

- Safe, secure, vibrant and sustainable communities
- A reduced carbon footprint
- An enhanced, protected and enjoyed natural and built environment

3. INTRODUCTION

3.1 At its meeting on 19 June 2014, Council approved a guidance note on the role of Councillors in pre-application procedures in respect of national and major planning applications (Report 275/14 refers). A key element of that guidance requires officers to present a report to Committee when a Proposal of Application Notice (PAN) is submitted. Such a report will set out what are considered to be the key considerations in the determination of any subsequent planning application and allow Members opportunity to identify any additional issues that they consider should be addressed when a planning application is submitted.

3.2 A PAN (ref.19/00037/PAN) was received. It states an intention to submit a major planning application for an enterprise park to facilitate uses within Use Classes 1(retail), 3 (food and drink), 4 (business), 5 (general industrial), 6 (storage and distribution), 7 (hotels and hostels), 8 (residential institutions), 10 (non-residential institutions) and 11 (assembly and leisure) (As Defined in the Town and County Planning (Use Classes) (Scotland) Order 1997) and Drive Through Fast Food / Coffee Outlets (Hot Food Takeaway) and a Petrol Filling Station, and all

associated infrastructure and landscaping works. The indicated potential development site measures 73.6 ha (approx.) and currently consists of the former Montrose Airfield and the dunes and foreshore to the immediate east of the airfield and part of the unnamed track to the north. A plan showing the outline of the site on which the development is proposed has been submitted. No further details relating to the proposed application have been provided at this stage.

- 3.3 The submitted PAN set out the proposed consultation that the applicant intended to undertake with the local community and the applicant's agent indicated that a copy of the PAN was served on local Elected Members, Montrose Community Council and Hillside, Dun and Logie Pert Community Council. Individual invitations were also extended to businesses and residential properties around the site and key stakeholders in the Montrose area. A public meeting was held at Royal Montrose Golf Club on 12 March 2019.
- 3.4 The applicant's agent has received confirmation that a planning application could not be submitted prior to 29 April 2019 (the date 12 weeks from the submission of the valid PAN).
- 3.5 The results of the community consultation is required to be submitted with any subsequent major planning application in the form of a pre-application consultation report (PAC Report) as set out in regulations should a major planning application be forthcoming.

4. BACKGROUND

- 4.1 The site that is subject of the PAN lies within the development boundary of Montrose and is accessed direct from the Charlton Road section of the A92 Road. The site lies to the immediate east of the road to the immediate north of the Broomfield Industrial Estate. The Forties Industrial Estate lies to the west and Charleton and Kinnaber Links lies to the north. The Montrose Waste Water Treatment Plant is enveloped by the site.
- 4.2 Since the use of the site as an airfield was discontinued it has historically been used as a recreational open space and it is intersected by Adopted Core Path 88 which links into the core path network to the north and National Cycle Route 1. Planning permission in principle for the formation of a business park (class 4, 5 and 6) including office accommodation and facilities to support offshore renewable energy developments was granted on 29 July 2016 following notification of planning application ref: 14/00480/EIAM to the Scottish Ministers. The planning permission relates to a 50 ha site that takes in the substantive part of the airfield area that is indicated in the PAN (Report Nos. 67/16 & 192/16).

5. DISCUSSION

- 5.1 In this case the substantive area of the site (50 ha) that comprises the former Montrose Airfield and which is subject of the Proposal of Application Notice (PAN) is identified in the adopted Angus Local Development Plan as a new employment allocation. The balance of the site is designated as a protected open space. The M7 land allocation in the Angus Local Development Plan relevant to the development of Montrose Airfield states:

Policy M7: Working-Montrose Airfield

50 ha of land at Montrose Airfield is allocated for employment uses comprising Class 4 (business), Class 5 (general industry) and Class 6 (storage and distribution). Development proposals will be required to submit an Environmental Statement to assess impacts on the environment and identify appropriate mitigation on matters including:

- *Landscape and Visual capacity;*
- *Ecology;*
- *Drainage and Coastal Flooding;*
- *Archaeology and Cultural Heritage;*
- *Noise and Odour; and*

- *Traffic and Transport.*

Proposals should be in accordance with the development brief which will be prepared for the site and should include:

- *structural landscaping to integrate the site with the landscape;*
- *new access from the A92 and associated junction improvements;*
- *high quality building design and boundary treatment adjacent to the A92; and*
- *provision of pedestrian and cyclist linkages through the site to provide access to the links and dunes and retain linkage to National Cycle Route 1.*

Proposals should be supported by a Transport Assessment.

5.2 Employment related development also falls to be considered under the provisions of Policies TC14 and TC15 in the Angus Local Development Plan which state:

Policy TC14: Employment Allocations and Existing Employment Areas

Within employment land allocations and existing employment areas, planning permission will be granted for Class 4 (Business), Class 5 (General Industry) and Class 6 (Storage and Distribution) uses. In these locations, other uses may be supported if it is demonstrated that:

1. *The proposal is complementary or ancillary to an existing or proposed employment use; or*
2. *The loss of the site would not undermine the provision of employment land in Angus, or land which may be important to retain due to its individual characteristics, regardless of the amount of employment land available; and*
3. *The proposal would not undermine the operation of existing or proposed employment uses on the whole allocation or existing employment area; and*
4. *There is no unacceptable impact on the built and natural environment, surrounding amenity, access and infrastructure; and*
5. *If relevant, the proposal is in accordance with Policy TC19 Retail and Town Centre Uses.*

To meet the requirements of points 1, 2 and 3, evidence shall be submitted with the planning application to identify the length of time the site has been marketed for employment use; the forms of marketing undertaken; the inter-relationship of the site with adjacent employment land, and with strategic and local transportation infrastructure; and potential impacts of the future use and occupation of adjacent employment land.

Policy TC15: Employment Development

Proposals for new employment development (consisting of Class 4, 5, or 6) will be directed to employment land allocations or existing employment areas within development boundaries, subject to the application of the sequential approach required by Policy TC19 Retail and Town Centre Uses for office developments of over 1,000 square metres gross floorspace.

Proposals for employment development outside of employment land allocations or existing employment areas, but within the development boundaries of the towns and the settlements within the rural area will be supported where:

- *there are no suitable or viable sites available within an employment land allocation or existing employment area; or*
- *the use is considered to be acceptable in that location; and*
- *there is no unacceptable impact on the built and natural environment, surrounding amenity, access and infrastructure.*

Proposals for employment development (consisting of Class 4, 5, or 6) outwith development boundaries will only be supported where:

- the criteria relating to employment development within development boundaries are met;
- the scale and nature of the development is in keeping with the character of the local landscape and pattern of development; and
- the proposal constitutes rural diversification where:
 - the development is to be used directly for agricultural, equestrian, horticultural or forestry operations, or for uses which by their nature are appropriate to the rural character of the area; or
 - the development is to be used for other business or employment generating uses, provided that the Council is satisfied that there is an economic and/or operational need for the location.

5.3 As the site lies within the development boundary of Montrose, Policy DS1 is relevant. The policy seeks amongst other things to offer support for proposals that support delivery of the development strategy and which focusses development on sites allocated or identified for development and safeguards such sites for identified uses unless alternative proposals will not undermine the provision of a range of sites to meet the development needs of the plan area. The policy states:

Policy DS1: Development Boundaries and Priorities

All proposals will be expected to support delivery of the Development Strategy.

The focus of development will be sites allocated or otherwise identified for development within the Angus Local Development Plan, which will be safeguarded for the use(s) set out. Proposals for alternative uses will only be acceptable if they do not undermine the provision of a range of sites to meet the development needs of the plan area.

Proposals on sites not allocated or otherwise identified for development, but within development boundaries will be supported where they are of an appropriate scale and nature and are in accordance with relevant policies of the ALDP.

Proposals for sites outwith but contiguous with a development boundary will only be acceptable where it is in the public interest and social, economic, environmental or operational considerations confirm there is a need for the proposed development that cannot be met within a development boundary.*

Outwith development boundaries proposals will be supported where they are of a scale and nature appropriate to their location and where they are in accordance with relevant policies of the ALDP.

In all locations, proposals that re-use or make better use of vacant, derelict or under-used brownfield land or buildings will be supported where they are in accordance with relevant policies of the ALDP.

Development of greenfield sites (with the exception of sites allocated, identified or considered appropriate for development by policies in the ALDP) will only be supported where there are no suitable and available brownfield sites capable of accommodating the proposed development.

Development proposals should not result in adverse impacts, either alone or in combination with other proposals or projects, on the integrity of any European designated site, in accordance with Policy PV4 Sites Designated for Natural Heritage and Biodiversity Value.

**Sharing an edge or boundary, neighbouring or adjacent*

5.4 The proposal relates to the establishment of a range of land uses that may include out of town retail and other uses that are considered to be town centre uses. In such circumstances, Policy TC 19 would be relevant to the consideration of an application. The policy states:

Policy TC19: Retail and Town Centre Uses

Proposals for retail and other town centre uses over 1000 m2 gross floorspace (including extensions) on the edge of or outside of defined town centres (including in out of town locations) will be required to submit relevant assessments (including retail/town centre impact and transport assessments) and demonstrate that the proposal:*

- *has followed a sequential approach to site selection, giving priority to sites within the defined town centre before edge of centre, commercial centre or out of centre sites which are, or can be made accessible;*
- *does not individually or cumulatively undermine the vibrancy, vitality and viability of any of the town centres identified in Table 2 in Angus;*
- *tackles deficiencies in existing provision, in qualitative or quantitative terms; and*
- *is compatible with surrounding land uses and there is no unacceptable impact on the built and natural environment, surrounding amenity, access and infrastructure.*

Proposals for retail and other town centre uses⁸ under 1000 m2 gross floorspace (including extensions) on the edge of or outside of defined town centres may be required to submit relevant assessments (including retail / town centre impact, transport and sequential assessments) where it is considered that the proposal may have a significant impact on the vibrancy, vitality and viability of any of the town centres in Angus.

**Town centre uses include commercial leisure, offices, community and cultural facilities.*

- 5.5 The site indicated in the PAN also consists of around 23.6 ha of protected open space. Policy PV2 would therefore be relevant to the consideration of any application to develop that area. Policy PV2 states a basic presumption against the development of protected open spaces subject to stated exceptional circumstances within which development involving the loss of open space will be permitted. The policy states:

Policy PV2: Open Space Protection and Provision within Settlements

Angus Council will seek to protect and enhance existing outdoor sports facilities and areas of open space of sporting, recreational, landscape, wildlife, amenity, food production, access and flood management value. Development involving the loss of open space (including smaller spaces not identified on the Proposals Map) will only be permitted where:

- *the proposed development is ancillary to the principal use of the site as a recreational resource; or*
- *it is demonstrated that there is an identified excess of open space of that type (backed up through an open space audit and strategy) to meet existing and future requirements taking account of the sporting, recreational and amenity value of the site; or*
- *the retention or enhancement of existing facilities in the area can best be achieved by the redevelopment of part of the site where this would not affect its sporting, recreational, amenity or biodiversity value, its contribution to a green network, or compromise its setting; or*
- *replacement open space of a similar type and of at least equal quality, community benefit and accessibility to that being lost will be provided within the local area.*

Development proposals for 10 or more residential units or a site equal to or exceeding 0.5 hectares will be required to provide and /or enhance open space and make provision for its future maintenance. Other types of development may also need to contribute towards open space provision.

Angus Council will seek to ensure that 2.43 hectares of open space per 1000 head of population is provided. The specific requirements of any development will be assessed on a site by site basis and this standard may be relaxed taking account of the level, quality and location of existing provision in the local area. In circumstances where open space provision is not made on site in accordance with the relevant standards, a financial contribution in line with Policy DS5 Developer Contributions may be required.*

All new open spaces should incorporate the principles of Policy DS3 Design Quality and Placemaking, be publicly accessible and contribute to the enhancement and connectivity of the wider Green Network wherever possible.

**In line with the Six Acre Standard (National Playing Fields Association)*

- 5.6 Other policies in TAYplan and the Angus Local Development Plan will be relevant, including those that deal with matters such as accessibility, design, amenity and infrastructure provision.
- 5.7 In these circumstances it is considered that the key determining issues in relation to a subsequent planning application for the development proposed are likely to be: -
- The use of allocated employment land for uses other than those within Use Classes 4, 5 and 6;
 - Justification and rationale for site selection for uses outwith those allocated;
 - Town centre impacts;
 - Loss of protected open space;
 - Economic considerations;
 - Accessibility and traffic impacts, including impacts on the Laurencekirk South intersection of the A90(T) Road;
 - Amenity impacts including impacts from noise from fixed plant and machinery and processes and odour impacts from industrial processes and other odour generating land uses.
 - Landscape Impacts;
 - Impacts on Archaeology and Cultural Heritage;
 - Flood risk and the establishment of satisfactory drainage arrangements;
 - Site conditions and land contamination including unexploded ordnance and radioactive land contamination-;
 - Landscaping and Design;
 - Impacts on ecology;
 - Planning History;
- 5.8 Whilst other issues may emerge through the publicity and consultation process associated with any planning application, the above matters are considered to represent the main issues that should be considered at the pre-application stage that are likely to be determining factors for any subsequent planning application. However, Committee is invited to identify any additional matters that it would wish to see addressed.

6. FINANCIAL IMPLICATIONS

There are no financial implications arising from this report.

7. OTHER IMPLICATIONS

The issues contained in this report fall within an approved category that has been confirmed as exempt from an equalities perspective.

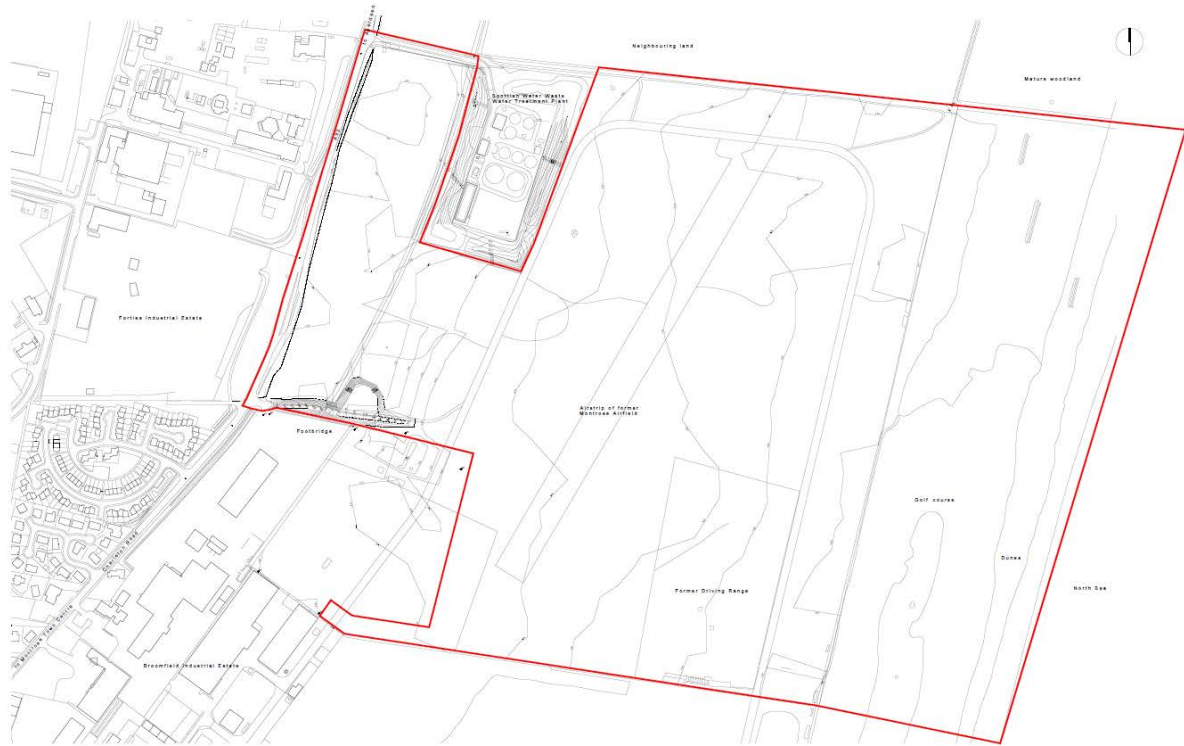
NOTE: No background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973, (other than any containing confidential or exempt information) were relied on to any material extent in preparing the above Report.

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Appendix 1: Location Plan



— Site boundary (750 hectares)

Montrose North
 Montrose Airfield, Montrose
 Public Plan
 Scale: 1:2000 @ A1
 Date: January 2015
 Drawn by: 11187/PJM/401

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