PERTH AND KINROSS COUNCIL

20 June 2018

Planning Reference 18/00200/FLN - Section 42 of the Town and Country Planning (Scotland) Act 1997 to modify condition 3 (landscaping) of planning permission 12/00948/FLM (Erection of an electricity substation, formation of landscaping, access tracks and associated works) at land 450 metres North West of Haughend Farm, Meigle

Report by Executive Director (Housing & Environment) (Report No. 18/216)

This report principally recommends the approval of the application to modify condition 3 (landscaping) of National Planning Consent 12/00948/FLM (Erection of an electricity substation, formation of landscaping, access tracks and associated works) at land north west of Haughend Farm, Meigle. It also seeks agreement to extend planning consent timescales to five years in association.

1. BACKGROUND

- 1.1 The electricity substation proposals associated with this application is a link element of the Keith to Kincardine 400kV East Coast Reinforcement Project, forming part of the National Developments identified within National Planning Framework 3 (NPF). The NPF seeks to establish an enhanced high voltage energy transmission network as part of a wider strategy to achieve a low carbon place.
- 1.2 Planning permission was originally granted by Perth and Kinross Council to Scottish Hydro Electric Transmission Plc (SHE Transmission) (the applicant) for the 'Erection of a new 400/275kV electricity substation and associated work including landscaping and access tracks' on 19 December 2012, approved by Full Council (planning reference 12/00948/FLM).
- 1.3 The overhead transmission lines currently operate at a voltage of 275kV. The upgrade results in the transmission line between Kintore and Kincardine operating at 400kV with the line from Haughend to Tealing (just north of Dundee) remaining at 275kV. In order to accommodate both voltages, the 275/400kV substation was required at, or close to, the existing T-junction at Haughend, where the three lines converge.
- 1.4 The overhead line element of the proposed works (consisting of restringing the existing pylons) was the subject of an application to the Scottish Ministers under Section 37 of the Electricity Act, where the Council was formally consulted with no objection (13/00858/OHL). However, the formation of the substation was required to be assessed under the Town and Country Planning (Scotland) Act 1997 (as amended) (paragraph1.2 applies).
- 1.5 In November 2014, a further application was submitted (planning reference 14/01949/FLM), seeking a renewal of planning permission 12/00948/FLM,

- which was presented to Full Council on 25 February 2015 (report 15/90) and was subsequently granted consent for a further three years.
- 1.6 A review of current programming works identify that the substation is now scheduled to be required by SHE Transmission by 2023.

National Policy and Guidance

1.7 The Scottish Government expresses its planning policies through The National Planning Frameworks, the Scottish Planning Policy (SPP), Planning Advice Notes (PAN), Creating Places, Designing Streets, National Roads Development Guide and a series of Circulars.

National Planning Framework

- 1.8 NPF3 is a long-term strategy for Scotland and is a spatial expression of the Government's Economic Strategy and plans for development and investment in infrastructure. Under the Planning etc. (Scotland) Act 2006, this is a statutory document and a material consideration in any planning application. The document provides a national context for development plans and planning decisions as well as informing the on-going programmes of the Scottish Government, public agencies and local authorities.
- 1.9 The East Coast Reinforcement project was included within the National Planning Framework for Scotland 2 (NPF2). The requirement for these electricity infrastructure upgrade works have been carried forward and included within the current National Planning Framework, NPF3. A statement within NPF3 confirms the associated classes of development are required to support the delivery of an enhanced high voltage electricity transmission grid. This is identified as vital in meeting national targets for electricity generation, statutory climate change targets and the security of energy supply.

Scottish Planning Policy(SPP) 2014

- 1.10 The SPP is a statement of Scottish Government policy on land use planning. The following sections of the SPP will be of particular importance in the assessment of this proposal:-
- 1.11 Of relevance to this paper are;

A Successful Sustainable Place

•	Paragraphs 92 – 108	Supporting Business & Employment
•	Paragraphs 135 – 151	Valuing the Historic Environment

A Low Carbon Place

Paragraphs 152 – 174 Delivering Heat & Electricity

A Natural, Resilient Place

•	Paragraphs 193 – 218	Valuing the Natural Environment
•	Paragraphs 219 – 233	Maximising the Benefits of Green
	Infrastructure	

Development Plan

1.12 The Development Plan for the area comprises the TAYplan Strategic Development Plan 2016-2036 and the Perth and Kinross Local Development Plan 2014.

TAYPlan Strategic Development Plan 2016-2036

- 1.13 TAYPlan sets out a vision for how the region will be in 2036 and what must occur to bring about change to achieve this vision. The vision for the area as set out in the plans states that:
- 1.14 "By 2036, the TAYplan area will be sustainable, more attractive, competitive and vibrant without creating an unacceptable burden on our planet. The quality of life will make it a place of first choice where more people choose to live, work, study and visit, and where businesses choose to invest and create jobs."
- 1.15 The following sections of the TAYplan 2016 are of particular importance in the assessment of this application.

Policy 7 Energy, Waste and Resources

1.16 Relates to pursuing the delivery of low/zero carbon future for the city region to contribute towards meeting Scottish Government energy and waste targets and indicates that, in determining development proposals, consideration should be given to the effect on off-site properties, the sensitivity of landscapes and cumulative impacts.

Policy 9 Managing TAYplans Assets

1.17 Seeks to respect the regional distinctiveness and scenic value of the TAYplan area and presumes against development, which would adversely affect environmental assets.

Perth and Kinross Local Development Plan 2014

- 1.18 The Local Development Plan (LDP) was adopted by Perth and Kinross Council on 3 February 2014. The LDP sets out a vision statement for the area and states that, "Our vision is of a Perth and Kinross which is dynamic, attractive and effective which protects its assets whilst welcoming population and economic growth." It is the most recent statement of Council policy and is augmented by Supplementary Guidance.
- 1.19 The principal relevant policies in the assessment of this paper are, in summary:

Policy NE4 - Green Infrastructure

1.20 Development should contribute to the creation, protection, enhancement and management of green infrastructure, in accordance with the criteria set out.

Policy ER2 – Electricity Transmission Infrastructure

1.21 Proposals for electricity transmission will be supported. Appropriate mitigation will be required in environmentally sensitive locations.

Policy ER6 – Managing Future Landscape Change to Conserve and Enhance the Diversity and Quality of the Areas Landscapes

1.22 Development proposals will be supported where they do not conflict with the aim of maintaining and enhancing the landscape qualities of Perth and Kinross and the tests set out in the 7 criteria.

Proposed Perth and Kinross Local Development Plan 2 (LDP2)

- 1.23 Perth & Kinross Council is progressing with preparation of a new Local Development Plan to provide up-to-date Development Plan coverage for Perth & Kinross. When adopted, the Perth & Kinross Local Development Plan 2 (LDP2) will replace the current adopted Perth & Kinross Local Development Plan (LDP). The Proposed Local Development Plan 2 was approved at the Special Council meeting on 22 November 2017 (Report No. 17/387 refers). The Proposed LDP2 sets out a clear, long-term vision and planning policies for Perth & Kinross to meet the development needs of the area up to 2028 and beyond. The Proposed LDP2 is considered consistent with the Strategic Development Plan (TAYplan) and Scottish Planning Policy (SPP) 2014.
- 1.24 The Proposed LDP2, as approved by Perth & Kinross Council, was subject of a 9 week period of representation, which ended on 2 February 2018. Any unresolved representation to the Proposed Plan after this period is likely to be considered at an Examination by independent Reporter(s) appointed by the Scottish Ministers. The Reporter(s) will thereafter present their conclusions and recommendations on the plan, which the Council must accept prior to adoption. It is only in exceptional circumstances that the Council can elect not to do this.
- 1.25 The Proposed Plan represents Perth & Kinross Council's settled view in relation to land use planning and, as such, it is a material consideration in the determination of planning applications. The Proposed Plan is, however, at a stage in the statutory preparation process where it may be subject to modification. As such, limited weight can therefore currently be given to its content and the policies and proposals of the plan are only referred to where they would materially alter the recommendation or decision. The weight of the Proposed Plan may change following consideration of representation received during consultation, at which time the level of significance of any objection to strategy, policies or proposals within the plan will be known.

Site History

1.26 11/00005/PAN Formation of a 6 hectare 275/400kV substation, including site access, site drainage, landscaping and construction of laydown areas 17 May 2011.

- 1.27 12/00948/FLM Erection of a new 400/275kV electricity substation and associated works including landscaping and access tracks Application Approved by Full Council on 12 December 2012.
- 1.28 12/01393/FLL Erection of tower and timber structures Application Approved under Delegated Powers on 15 October 2012.
- 1.29 13/00858/OHL Installation of East Coast 400kV reinforcement project. No objection lodged on 26 June 2013.
- 1.30 14/01949/FLM Renewal of permission (12/00948/FLM) erection of a new 400/275kV electricity substation and associated works including landscaping and access tracks Application Approved by Full Council on 25 February 2015.

Consultations and Representations

- 1.31 Due to the nature of the application, no internal or external bodies were consulted on this occasion.
- 1.32 The application has not attracted any letters of representation.

2. PROPOSALS

- 2.1 This section 42 (S42 of the Town and Counrty Planning (Scotland) Act 1997 (as Amended)) application is submitted to PKC to seek to vary the terms of condition 3 of planning consent 12/00948/FLM (as detailed below) to introduce a phased approach to the delivery of the landscaping scheme. This approach would provide further flexibility to the applicant in terms of the delivery of the different elements of landscaping at the appropriate stage in the development.
- 2.2 Currently Condition 3 of planning permission 12/00948/FLM states in full: "3. Prior to the commencement of development full details of both hard and soft landscaping works shall be submitted to and approved in writing by the Local Planning Authority. These details shall include proposed finished levels or contours detailing cut/fill and height of bunding; means of enclosure; hard surfacing materials and exact location of lighting. Soft landscape works shall include planting plans, written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed number/densities where appropriate. Thereafter the landscape works shall be carried out as approved prior to the site being brought into use or earlier.
- 2.3 The applicant proposes the following wording variation to condition 3, introducing the underlined wording: "3. Prior to the commencement of development full details of both hard and soft landscaping works and a proposed phasing plan shall be submitted to and approved in writing by the Local Planning Authority. These details shall include proposed finished levels or contours detailing cut/fill and height of bunding; means of enclosure; hard surfacing materials and exact location of lighting. Soft landscape works shall

include planting plans, written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed number/densities where appropriate. A phasing plan shall be submitted setting out a phased approach to the delivery of both hard and soft landscaping works. Thereafter the landscape works shall be carried out as approved and in accordance with the approved phasing plan unless otherwise agreed in writing with the Local Planning Authority.

- 2.4 In association, the applicant has also requested that consideration be given to extend the planning consent beyond the standard three year consent timeframe to a five year consent, accommodating current operational programmed timetabling.
- 2.5 In addition to the above. Matters relating to conditions 5 and 7 of the consent (archeological investigation and osprey mitigation) have been discharged or partialy discharged through information submitted to PKC for approval and as a consequence these conditions do not required to be reported in any subsequent consent.

3. APPRAISAL

- 3.1 Section 42 of the Town and Country Planning (Scotland) Act 1997 enables the determination of applications to develop land without compliance with conditions previously attached. The legislation specifies that on such an application, the Planning Authority shall consider only the issue of the conditions to be attached to any resulting permission. If they decide that planning permission should be granted subject to conditions differing from those subject to which the previous permission was granted, or that it should be granted unconditionally, they shall grant planning permission accordingly. If they decide that planning permission should be granted subject to the same conditions as those subject to which the previous permission was granted, they shall refuse the application.
- 3.2 The principal determining issue in this case is whether the proposed introduction of a landscape phasing plan within Condition 3 would be consistent with the relevant provisions of the associated Development Plans; or if an exception to these provisions is justified by other material considerations. In addition, there is a further consideration on whether the five year time limit that the applicant seeks to be included as part of this consent is appropriately justified.
- 3.3 Although not a requirement of this application, it was considered appropriate to request a draft phasing plan to be submitted at this stage, which assists in giving an indication of the approach and phasing to be pursued. A draft phasing plan was submitted (18/00200/3), which as part of phase one identifies the securing of early planting on the eastern extents along with bunding from earthworks. This would be an appropriate approach and phasing strategy given the nature of the construction works and the

- associated visual impacts anticipated for nearby residential neighbours Gamekeepers cottage and Haughend Farm cottage.
- 3.4 The proposed introduction of revised conditional wording of Condition 3 to include a phasing plan is, in itself, considered both reasonable and logical given the scale of the development, the construction phases. It also gives the Planning Authority the additional opportunity to guide early planting in key areas. The specifics of the proposed wording have been reviewed and recommended to be further edited to wording set out below in the Conclusion and Recommendation section.
- 3.5 Scottish Government Circular 3/2013: Development Management Procedures provides guidance on addressing S42 applications in 'Annex 1: Applications for Planning Permission under Section 42 of the Act'. This confirms in paragraph 2a) that the effect of granting permission for a S42 application is such that a new and separate permission exists for the development with different (or no) conditions attached. The previous planning permission remains unaltered by, and is not varied by, the decision on the S42 application.
- 3.6 Following review of the initial submission and in discussion with the applicant, it was made clear that the current committed phasing programme is indicated to now be on the ground by 2023. This has the potential to take the timescales to a total of five years, two years beyond applying the standard three year consent as set out in the Planning Act.
- 3.7 Paragraph 2b) stipulates that the duration of the new permission is specified in the Act. Alternatively, authorities may direct that a longer or shorter period applies. Paragraph 8) specifies that, where a new permission is granted, the new duration will be as specified in Section 58 or 59 of the Act. However, it is possible for the Planning Authority to direct that an alternative time period applies. In this case, it is considered competent and reasonable to include a direction allowing for a five year consent, coinciding with the current identified infrastructure programme.
- 3.8 The proposal does not alter the proposed development, which has previously been deemed to be in accordance with the Development Plan for the area. The proposed development remains as described in the extant planning permission. The only change relates to the introduction of the requirement for a phasing plan, which incorporates a phased approach to the delivery of the landscaping scheme. The detailed landscape proposals and proposed phasing will be submitted for approval by PKC at the appropriate stage.

Direction by Scottish Ministers

3.9 Under the Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2013, regulations 30-33 there have been no directions by the Scottish Government in respect of an Environmental Impact Assessment screening opinion, call in or notification relating to this application.

4. CONCLUSION AND RECOMMENDATIONS

- 4.1 In supporting the current application, there will be no physical change from the consented position in terms of the proposed development including, siting, design, layout and associated impacts. The proposed introduction of a phasing plan to the condition wording provides further flexibility to the applicant in terms of delivery of an appropriately phased landscaping plan, whilst also providing the opportunity for a welcome commitment to potentially establishing early landscaping around the periphery. The proposed variation to condition 3 is not deemed to result in a change to the acceptability of the previously consented development and continues to provide Perth and Kinross Council with the necessary controls in terms of monitoring and enforcement of the landscape proposals.
- 4.2 In summary, the position of the consent has not changed. The Planning Authority remains content that the scheme remains compliant with the updated policy positions, including continued support through NPF3. The proposed extension of the consent timescale by a further two years is also considered acceptable, given the current lead in timescales presented.

4.3 The Council is asked to:

- i) Note the contents of the report
- ii) Approve the proposed amended wording to condition 3 as set out below.
- iii) Approve the departure from the standard three year timescale to extend the permission for five years, consistent with the current project timescales.

5. APPROVE THE APPLICATION SUBJECT TO THE FOLLOWING DIRECTION AND CONDITIONS:

5.1 Direction

Perth and Kinross Council direct that subsections (2), (3) and (3a) of section 58 of the Town and Country Planning (Scotland) Act 1997 apply as respects to application 18/00200/FLN with the substitution for the period of 3 years to 5 years.

5.2 Conditions

No alterations or amendments shall be made to the details contained in the approved plans referred to in this decision notice unless so indicated by conditions attached to this consent or agreed in writing with the Local Planning Authority.

Reason: To ensure a satisfactory development as indicated on the submitted drawings.

Prior to the commencement of development, a full site specific drainage scheme shall be submitted for the written approval of the planning authority, in consultation with SEPA and the Council's Flood Prevention Authority, and all work shall be carried out in accordance with the said scheme. The submitted information shall include a detailed drawing of the SUDS layout for the proposal site.

Reason: To ensure the provision of an acceptable drainage system in the interests of the amenity of the area, for the protection of the water environment and to ensure that the development does not exacerbate flooding downstream of the development.

Prior to the commencement of development, full details of both hard and soft landscaping works and a supporting phasing plan shall be submitted to, and approved in writing by, the Local Planning Authority. These details shall include proposed finished levels or contours detailing cut/fill and height of bunding; means of enclosure; hard surfacing materials and exact location of lighting. Soft landscape works shall include planting plans, written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed number/densities, where appropriate. The phasing plan shall be submitted no later than 24 months prior to the commencement of development, setting out a detailed, phased approach to the delivery of both hard and soft landscaping works. Thereafter, the landscape works shall be carried out as approved and in accordance with the approved phasing plan.

Reason: To ensure that the proposed development does not prejudice the appearance of the locality and to preserve and enhance nature conservation interests.

Any trees or planting associated with condition 3 which, within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced within the next planting season with others of similar size and species unless the Local Planning Authority gives written consent to any variation.

Reason: To ensure that the proposed development does not prejudice the appearance of the locality and ensure the Local Planning Authority retains effective control.

No development shall take place within the development site as outlined in red on the approved plan(s) until the developer has secured the implementation of a programme of archaeological work in accordance with a written scheme of archaeological investigation which has been submitted by the applicant, agreed by Perth& Kinross Heritage Trust, and approved by the Local Planning Authority. Thereafter, the developer shall ensure that the programme of archaeological works is fully implemented and that all recording and recovery of archaeological resources within the development site is undertaken to the reasonable satisfaction of the Local Planning Authority in agreement with Perth & Kinross Heritage Trust.

Reason: To safeguard any archaeological interest of the site.

Prior to the commencement of development, details of an independent and suitably qualified Ecological Clerk of Works to be appointed by the developer, together with details of a reporting scheme to the planning authority by the person appointed, have been submitted to and approved in writing by, the Planning Authority. The Ecological Clerk of Works shall undertake a watching brief throughout the felling of trees associated with the formation of the site access and oversee compliance with the ecological mitigation measures provided in Appendix II of ECHOES Ecology Ltd dated 23 July 2012. The appointment of the Ecological Clerk of Works shall end following completion of the felling associated with the site access.

Reason: To avoid habitat damage and safeguard natural heritage interests.

At least two months prior to the commencement of any works, a full site specific Construction Environmental Management Document (CEMD) must be submitted for the written approval of the planning authority in consultation with SEPA, SNH, Historic Environment Scotland and the Council's Environmental Health Department. Thereafter, all work shall be carried out in accordance with the approved plan.

Reason: To ensure compliance with the commitments contained within the environmental appraisal and the subsequent recommendations contained within the consultation responses.

Construction operations shall only be carried out at the site between the hours of 07.00 to 19.00 in April to September and 07.30 to 17.00 in October to March. At weekends, the working hours shall be approximately 07.00 to 17.00 in April to September and 07.30 to 17.00 in October to March. Any variation in these working hours shall only be as be agreed in writing and in advance by this Council as Planning Authority.

Reason: To protect the residential amenity of the occupiers of neighbouring properties and the amenity of this area of Perth and Kinross in accordance with the adopted development plan.

Only the plant machinery and equipment specified in the Environmental Statement submitted with the application (or similar plant which generates no greater sound power levels) shall be used, unless otherwise agreed in writing with this Council as Planning Authority. All vehicles, plant and machinery shall operate only during the permitted hours of operation, and shall at all times be silenced in accordance with the manufacturer's recommendations and so operated as to minimise noisy emissions. The Planning Authority reserves the right to insist on any reasonable additional measures to further minimise noise emissions, should it prove expedient to do so.

Reason: To protect the residential amenity of the occupiers of neighbouring properties and the amenity of this area of Perth and Kinross in accordance with the adopted development plan.

The only external lighting within the site shall be for inspection and maintenance purposes and shall be sufficiently installed, screened and aligned to the satisfaction of this Council as Planning Authority, in consultation with the Environmental Health Section, so as to ensure that light spillage beyond the site boundaries is minimised and maintained as agreed.

Reason: To protect the residential amenity of the occupiers of neighbouring properties and the amenity of this area of Perth and Kinross in accordance with the adopted development plan.

All plant or equipment associated with operation of the substation shall be so enclosed, attenuated and/or maintained such that any noise therefrom shall not exceed Noise Rating 35 between 0700 and 2300 hours daily, or Noise Rating 25 between 2300 and 0700 hours daily, within any neighbouring residential premises, with all windows slightly open, when measured and/ or calculated and plotted on a rating curve chart.

Reason: To protect the residential amenity of the occupiers of neighbouring properties and the amenity of this area of Perth and Kinross in accordance with the adopted development plan.

Prior to the commencement of development, a scheme of localised road widening, junction improvements and other associated strengthening or upgrade works shall be agreed in writing with this Council as Planning Authority in consultation with the Roads Authority and such other parties as considered appropriate.

Reason: In the interests of pedestrian and traffic safety and the interests of free traffic flow.

5.3 Justification

The proposal is in accordance with the Development Plan and there are no material reasons which justify departing from the Development Plan.

Informatives

- 5.4 Under section 27A of the Town and Country Planning (Scotland) Act 1997 (as amended), the person undertaking the development is required to give the Planning Authority prior written notification of the date on which it is intended to commence the development. A failure to comply with this statutory requirement would constitute a breach of planning control under section 123 (1) of that Act, which may result in enforcement action being taken.
- 5.5 As soon as practicable after the development is complete, the person who completes the development is obliged by section 27B of the Town and

- Country Planning (Scotland) Act 1997 (as amended) to give the Planning Authority written notice of that position.
- 5.6 The development will require the 'Display of Notice while development is carried out' under Section 27C (1) of the Town and Country Planning Act 1997, as amended, and Regulation 41 of the Development Management Procedure (Scotland) Regulations 2013. The form of the notice is set out in Schedule 7 of the Regulations and a draft notice is included for your guidance. In accordance with Regulation 41, the notice must be:
 - Displayed in a prominent place at, or in the vicinity of, the site of the development
 - Readily visible to the public
 - Printed on durable material
- 5.7 The applicant is advised that in, terms of Section 56 of the Roads (Scotland)
 Act 1984, he must obtain from the Council as Roads Authority consent to
 open an existing road or footway prior to the commencement of works. Advice
 on the disposal of surface water must be sought at the initial stages of design
 from Scottish Water and the Scottish Environmental Protection Agency.

Author

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Approved

Name	Designation	Date
Barbara Renton	Executive Director (Housing & Environment)	7 May 2018

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1. IMPLICATIONS, ASSESSMENTS, CONSULTATION AND COMMUNICATION

Strategic Implications	Yes / None
Community Plan / Single Outcome Agreement	No
Corporate Plan	No
Resource Implications	
Financial	No
Workforce	No
Asset Management (land, property, IST)	No
Assessments	
Equality Impact Assessment	No
Strategic Environmental Assessment	No
Sustainability (community, economic, environmental)	Yes
Legal and Governance	No
Risk	No
Consultation	
Internal	No
External	No
Communication	
Communications Plan	No

1. Strategic Implications

Community Plan / Single Outcome Agreement

1.1 N/A

Corporate Plan

1.2 N/A

2. Resource Implications

<u>Financial</u>

2.1 N/A

Workforce

2.2 N/A

Asset Management (land, property, IT)

2.3 N/A

3. Assessments

Equality Impact Assessment

3.1 N/A

Strategic Environmental Assessment

3.2 N/A

Sustainability

3.3 Following an assessment using the Integrated Appraisal Toolkit, it has been considered that the report is likely to have some positive future implications regarding the Council's corporate sustainable development principles.

Legal and Governance

3.4 N/A

Risk

3.5 N/A

4. Consultation

Internal

4.1 N/A

External

4.2 N/A

5. Communication

5.1 N/A

2. BACKGROUND PAPERS

2.1 Planning etc. (Scotland) Act 2006 TAYplan 2016-36 Scottish Planning Policy Local Development Plan 2014

3. APPENDICES

3.1 Appendix 1a Full Council Committee Report December 2012 (12/00948/FLM)

Appendix 1b Full Council Committee Report February 2015 (14/01949/FLM)