

North Lanarkshire Council Report

Planning Committee

Does this report require to be approved? Yes No

Ref

GL/SH

Date

22/04/22

**Planning Application 21/01275/FUL - Roadside Services Area
Comprising Petrol Filling Station, Ancillary Retail Unit, Drive-Thru
(Class 3) Units, HGV, Car Parking Areas and Associated Facilities -
Site at Hornshill Farm Road, Stepps**

From Pamela Humphries, Head of Planning and Regeneration

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Telephone

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Executive Summary

The purpose of this report is to advise the Committee of a change of recommendation to now grant planning permission subject to planning conditions in relation to planning application 21/01275/FUL submitted by Euro Garages Ltd for Roadside Services Area Comprising Petrol Filling Station, Ancillary Retail Unit, Drive-Thru (Class 3) Units, HGV And Car Parking Areas, Associated Facilities, Landscaping, Infrastructure Works And New Junction Access on a Site at Hornshill Farm Road, Stepps.

Recommendations

The Committee is asked to grant planning permission for application 21/01275/FUL on the basis of the revised layout subject to the conditions listed in Appendix 1.

The Plan for North Lanarkshire

Priority Improve economic opportunities and outcomes
Ambition statement (5) Grow and improve the sustainability and diversity of North Lanarkshire's economy

1. Background

- 1.1 A planning application report (See Appendix 2) was submitted to the 24th February 2022 Planning Committee in relation to planning application 21/01275/FUL submitted by Euro Garages Ltd for Roadside Services Area Comprising Petrol Filling Station, Ancillary Retail Unit, Drive-Thru (Class 3) Units, HGV And Car Parking Areas, Associated Facilities, Landscaping, Infrastructure Works And New Junction Access on a Site at Hornshill Farm Road, Stepps. The report recommended that the application be refused for the following reasons:

1. That the proposed development is contrary to Policy DSP4 Quality of Development in the North Lanarkshire Local Plan 2012 as the overall site layout lacks sufficient landscaping by means of robust structural planting to provide a naturalised setting for the development to allow it to be absorbed and sit comfortably within the wider landscape context.
 2. That the proposed development is contrary to Policy DSP4 Quality of Development in the North Lanarkshire Local Plan 2012 as the site does not provide the level of parking provision required for such a development.
- 1.2 The applicant requested that the application not be determined at the 24th February 2022 Committee as they wished further discussion on a significantly altered sketch layout plan aimed to address the concerns raised in the reasons for refusal on the day prior to the committee meeting. As there was insufficient time available to review and consult upon the revised plans the Planning Service supported the request. Subsequently the Planning committee agreed to this continuation request.

2. Report – Supplementary Planning Application Report – Revision of Site Layout in respect of Planning Application 21/01275/FUL

- 2.1 The report below explains the revised site layout submitted for consideration, the reasons why the layout has been altered, the planning assessment and consultation carried out and then the reasoning for reaching a decision to now recommend that planning permission be granted subject to conditions.
- 2.2 The main changes to the layout can be summarised as:
- An increase in depth of landscaping around the site from between 5m - 9m to 15m along the southern and western boundaries.
 - A near 50% reduction in the size of Unit 1 to a floor area of 507.50 sqm and associated parking and servicing areas
 - The reconfiguration of the two drive-thru units and associated parking
 - A reduction in the number of HGV parking bays

Consultations and Representations

- 2.3 NLC Roads were consulted on the revised layout and are satisfied that the ground for their previous objections have largely been addressed through the revised plans improving the internal layout (together with repositioning of UNITS 2 & 3) and meeting the required parking provision levels primarily due to the reduction in the footprint of UNIT 1. There are two outstanding matters raised in their consultation response:
- 2.4 Extend the 3m shared cycle/footway further eastwards to the north eastern end of the site boundary line.
- 2.5 The location of the jet wash/air/vacuum bay facility would generate difficult turning manoeuvres in a constrained area also being used for accessing the fuel pumps resulting in numerous conflict points and potential accidents.
- 2.6 It is noted that NLC Roads recommend that the application be deferred until the above points area adequately addressed; however, it is considered reasonable that the extended cycle/footway and the requirement of a revised layout plan with an improved

location of the jet wash/air/vacuum bay facility within the site could be secured by means of appropriately worded planning conditions.

- 2.7 NLC appointed Ironside Farrar to provide an independent review of the revised Landscape Appraisal submitted by the applicant in support of their revised layout. Their review broadly agrees with the findings of the revised Landscape Appraisal and concludes that the proposed development, within its current and developing context, would not lead to unduly widespread severe or adverse effects and that most effects would be within a very limited area surrounding the site. Furthermore, assuming successful establishment and growth of planting mitigation, adverse effects would be very limited after 15 years.
- 2.8 As the revised plans relate to the same description of development and the layout reduces the development footprint (with other relatively minor alterations in terms of repositioning of the units within the site and car parking configuration) it was considered that re-notification of neighbours was not required. Stepps and District Community Council requested the opportunity to comment on the revised plans and were afforded adequate time to do so. Their comments acknowledge the increase in landscaping along the west, east and south boundaries and the reduction in the footprint of buildings and associated car parking; however, they conclude that the revised proposal does not address their original concerns relating to Visual Impact and Buildings Design which specifically relate to the industrial design of the buildings, their overall height and their desire to see them redesigned at a lower height with sedum roofs. It is noted that they maintain their objection and the matters raised are addressed in Section 8 of the original committee report.

Conclusion

- 2.9 Taking the foregoing into account it is considered that the revised plans submitted in support of this application address the two previous reasons that recommended the application be refused in the previous committee report. Due consideration has been given to the additional comments submitted by Stepps and District Community Council but as they do not introduce any further concerns than those previously addressed in the Committee report and in light of the increased landscaping the objections are not upheld and do no merit the refusal of this application. On this basis, it is now recommended that planning permission be granted subject to conditions.

3. Measures of success

- 3.1 The measure of success would be approval of the application resulting in the creation of a new commercial development which would in turn offer employment opportunities to residents of North Lanarkshire Council.

4. Supporting documentation

- 4.1 Appendix 1 – Proposed Planning Conditions



Pamela Humphries
Head of Planning and Regeneration

5. Impacts (<http://connect/report-template-guidance>)

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| <p>5.1 Public Sector Equality Duty and Fairer Scotland Duty Does the report contain information that has an impact as a result of the Public Sector Equality Duty and/or Fairer Scotland Duty? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> If Yes, please provide a brief summary of the impact?</p> <p>If Yes, has an assessment been carried out and published on the council's website? https://www.northlanarkshire.gov.uk/your-community/equalities/equality-and-fairer-scotland-duty-impact-assessments Yes <input type="checkbox"/> No <input type="checkbox"/></p> |
| <p>5.2 Financial impact Does the report contain any financial impacts? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> If Yes, have all relevant financial impacts have been discussed and agreed with Financial Solutions? Yes <input type="checkbox"/> No <input type="checkbox"/> If Yes, please provide a brief summary of the impact?</p> |
| <p>5.3 HR policy impact Does the report contain any HR policy or procedure impacts? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> If Yes, have all relevant HR impacts have been discussed and agreed with People and Organisational Development? Yes <input type="checkbox"/> No <input type="checkbox"/> If Yes, please provide a brief summary of the impact?</p> |
| <p>5.4 Legal impact Does the report contain any legal impacts (such as general legal matters, statutory considerations (including employment law considerations), or new legislation)? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> If Yes, have all relevant legal impacts have been discussed and agreed with Legal and Democratic Solutions? Yes <input type="checkbox"/> No <input type="checkbox"/> If Yes, please provide a brief summary of the impact?</p> |
| <p>5.5 Data protection impact Does the report / project / practice contain or involve the processing of personal data? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> If Yes, is the processing of this personal data likely to result in a high risk to the data subject? Yes <input type="checkbox"/> No <input type="checkbox"/> If Yes, has a Data Protection Impact Assessment (DPIA) been carried out and e-mailed to dataprotection@northlan.gov.uk Yes <input type="checkbox"/> No <input type="checkbox"/></p> |
| <p>5.6 Technology / Digital impact Does the report contain information that has an impact on either technology, digital transformation, service redesign / business change processes, data management, or connectivity / broadband / Wi-Fi? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> If Yes, please provide a brief summary of the impact?</p> |

Where the impact identifies a requirement for technology, has an assessment been carried out (or scheduled) by the Enterprise Architecture Governance Group (EAGG)?

Yes No

5.7 Environmental / Carbon impact

Does the report / project / practice contain information that has an impact on any environmental or carbon matters?

Yes No

If Yes, please provide a brief summary of the impact?

5.8 Communications impact

Does the report contain any information that has an impact on the council's communications activities?

Yes No

If Yes, please provide a brief summary of the impact?

5.9 Risk impact

Is there a risk impact?

Yes No

If Yes, please provide a brief summary of the key risks and potential impacts, highlighting where the risk(s) are assessed and recorded (e.g. Corporate or Service or Project Risk Registers), and how they are managed?

APPENDIX 1 – 21/01275/FUL – Proposed Conditions

1. That, except as may otherwise be agreed in writing by the Planning Authority, the development shall be implemented in accordance with drawing numbers:-

AL(0)001 RevA; AL(0)002 Rev A; AL(0)011; AL(0)012RevB; AL(0)003RevC; AL(0)004RevG; AL(0)101RevE; AL(0)102RevB; AL(0)103RevB; AL(0)104 RevD; AL(0)201RevB; AL(0)202RevB; AL(0)203RevA; AL(0)204 RevB; AL(0)301RevA; AL(0)302RevA; AL(0)303RevA; AL(0)304RevA; 501 RevA

Reason: To clarify the drawings on which this approval of permission is founded.

2. That the Petrol Filling Station and Ancillary UNIT 1 hereby approved shall come into operation prior to the occupation and operation of either UNIT 2 or UNIT 3.

Reason: To ensure that the development phasing meets the requirements of Policy ED112B (Promoting Economic Development and Infrastructure – Transport Development) of the North Lanarkshire Local Plan 2012.

3. That within 3 months of the date of this permission a revised site layout plan (based on approved plan AL(0)004Rev G shall be submitted to the Planning Authority for its written approval which shall show:

- The reconfiguration of the Jet Wash/Air/Vacuum Bay facility to improve manoeuvrability and avoid conflict points with the HGV fuel area.
- Full details of cycle parking provision
- The 3m cycle/footway extended eastwards to the northeastern end of the site boundary.

Reason: In the interest of vehicle and pedestrian safety.

4. Prior to the commencement of development, full details of the proposed site access, generally as illustrated on ECS Drawing No.21033_007, shall be submitted to, and approved by the Planning Authority after consultation with Transport Scotland. Thereafter, and prior to the occupation of any part of the development, the site access shall be constructed in accordance with the approved plans.

Reason: To ensure that the layout of the site vehicular access complies with current design standards.

5. That, unless otherwise agreed in writing, prior to any part of the development first coming into operation the vehicular access, internal road layout, parking areas, footpaths and cycleways shall be finished to final wearing course to the satisfaction of the Planning Authority.

Reason: In the interests of vehicle and pedestrian safety.

6. That BEFORE any works of any description start, unless otherwise agreed in writing with the Planning Authority, a comprehensive site investigation report shall be submitted to and for the approval of the said Authority. The investigation must be carried out in accordance with current best practice advice, such as BS 10175: 'The Investigation of Potentially Contaminated Sites' or CLR 11. The report must include a site specific risk assessment of all relevant pollution linkages and a conceptual site model. Depending on the results of the investigation, a detailed Remediation Strategy may be required and this strategy will include details of the schedule for validation reporting to confirm that the remediation works have been carried out before houses are occupied.

Reason: To establish whether or not site decontamination is required in the interests of the amenity and wellbeing of future residents.

7. That any remediation works identified by the site investigations required in terms of Condition 6 shall be carried out to the satisfaction of the Planning Authority. A certificate (signed by a

chartered Environmental Engineer) shall be submitted to the Planning Authority in accordance with the agreed schedule of validation reporting confirming that any remediation works have been carried out in accordance with the terms of the Remediation Strategy.

Reason: To ensure that the site is free of contamination in the interests of the amenity and wellbeing of future residents.

8. That prior to any works commencing on site full details of the proposed surface water drainage scheme shall be submitted to the Planning Authority. For the avoidance of doubt the scheme shall be based on the surface water drainage scheme as described in report titled Drainage Strategy and Flood Risk Assessment Part A produced by Goodson Associates dated July 2021 and as shown on approved drawing no 501 Rev A Proposed Drainage Layout. The scheme's compliance with the principles of Sustainable Urban Drainage Systems (SUDS) in terms of the relevant CIRIA Manual and other advice published by the Scottish Environment Protection Agency (SEPA) shall be certified by a Chartered Civil Engineer experienced in drainage works.

Reason: To ensure that the drainage scheme complies with best SUDS practice to protect adjacent watercourses and groundwater from pollution.

9. That the detailed drainage scheme approved in condition 8 above shall be implemented contemporaneously with the development in so far as is reasonably practical. Within three months of the construction of the SUDS, a certificate (signed by a Chartered Civil Engineer experienced in drainage works) shall be submitted to the Planning Authority confirming that the SUDS have been constructed in accordance with the relevant CIRIA Manual and the approved plans.

Reason: To safeguard adjacent watercourses and groundwater from pollution.

10. That PRIOR to the first occupation of any unit within the development, the applicant shall provide written confirmation to the Planning Authority that all the requirements of Scottish Water can be fully met to demonstrate that the development will not have an impact on their assets, and that suitable infrastructure can be put in place to support the development.

Reason: To ensure the provision of satisfactory drainage arrangements

11. That prior to works commencing on site a detailed timetable for the planting works included in drawing Landscape Layout 01 REvB shall be submitted for the written approval by the Planning Authority. Thereafter the approved landscaping shall be completed in accordance with the agreed planting timetable. Furthermore, any trees, shrubs, or areas of grass which die, are removed, damaged, or become diseased, within five years of the site becoming operational, shall be replaced within the following year with others of a similar size and species.

Reason: To ensure the timely provision of suitable landscaping to ensure that the development sits satisfactorily within the wider landscape.

12. That prior to works commencing on site, a management and maintenance scheme to shall be submitted to, and approved in writing by the Planning Authority, and it shall include proposals for the continuing care, maintenance and protection of:-

- (a) the proposed footpaths;
- (b) the proposed parking areas;
- (c) the proposed external lighting;
- (d) the proposed grassed, planted and landscaped areas;
- (e) the proposed fences within the site (including the 2.5m acoustic fence).

Reason: To ensure that adequate long term management and maintenance provisions are in place in the interests of visual amenity.

13. That BEFORE completion of the development hereby permitted, the management and maintenance scheme approved under the terms of condition 12; shall be in operation.

Reason: To ensure that adequate long term maintenance provisions are in place in the interests of visual amenity.

14. That prior to any works starting on site (including any site clearance works) the Extended Phase 1 Habitat Survey shall be updated to determine the presence of any statutorily protected species, the said survey shall thereafter be submitted to and approved in writing by the Planning Authority before any development commences on that particular part of the site. As a result of the studies, should any mitigation measures be required for any protected species, this shall be implemented in accordance with a species protection plan agreed in writing with the Planning Authority in consultation with Nature Scot before works commence on the site.

Reason: To ensure compliance with The Conservation (Natural Habitats & c.) Regulations 1994 (as amended); the Wildlife and Countryside Act (1981) as amended; the Protection of Badgers Act 1992 (as amended); and the Nature Conservation (Scotland) Act 2004.'

15. That prior to any works commencing on site (including any site clearance works) a Working Method Statement in respect of Fossorial Water Voles shall be submitted to the Planning Authority for its approval together with full details of the Ecological Clerk of Works. For the avoidance of doubt this shall include the following actions as outlined in the Ecological Addendum by Rachel Hacking Ecology Ltd. dated 14th January 2022:

- Prior to site clearance commencing a suitable experienced ecologist (appointed as an Ecological Clerk of Works (ECoW)) will deliver a toolbox talk to the site personnel, detailing Water Vole identification, legislation and the Working Method Statement.
- Prior to site clearance commencing the ECoW will walk over the entire site searching for evidence of Water Vole. If Water Vole is found to be present on site, work will cease and a Mitigation Strategy will be implemented and agreed with the Planning Authority in consultation with Nature Scot to avoid or translocate the Water Voles.
- The site clearance will take place from North to South.
- The initial site strip will be overseen by the ECoW. Any evidence of Water Vole uncovered will be marked and work will cease at that location until such time that a Mitigation Strategy is agreed with the Planning Authority in consultation with Nature Scot.
- During the development, the site personnel will be aware of Water Vole identification and if a Water Vole is seen at any time during the development, works will cease, the ECoW will be contacted and a Mitigation Strategy shall be agreed with the Planning Authority in consultation with Nature Scot.

Reason: To ensure compliance with the Wildlife and Countryside Act (1981) as amended.

16. That prior to commencement of development, a Construction Method Statement shall be submitted to and approved by the Planning Authority. For the avoidance of doubt, the Construction Method Statement shall cover:

- Details of how the development will be phased
- Details of the location of site compound and management facilities;
- Details of construction access, parking and manoeuvring areas.

Reason: To ensure the satisfactory phasing of the development.

17. That prior to any works commencing on site a Construction Environmental Management Plan (CEMP) shall be submitted to and approved by the Planning Authority. In the interest of clarity, the CEMP should adequately characterise the risks that the construction works pose to the water environment or the key environmental receptors and incorporate detailed pollution prevention and mitigation measures for all construction elements potentially capable of giving rise to pollution during all phases of construction and reinstatement after construction in line with SEPA guidance.

Reason: To ensure suitable pollution prevention measures are in place prior to construction to minimise pollution risks arising from construction activities in order to protect the water environment and ecological interests of the Garnkirk Burn SINC.

18. That prior to any works starting on-site (including site clearance works) a detailed Dust Mitigation Plan for the construction period shall be submitted for the written approval of the Planning Authority. For the avoidance of doubt this shall reflect the findings of the Air Quality Assessment by Miller Goodall Ltd dated 16th July 2021.

Reason: In the interests of residential amenity.

19. That prior to works commencing on Unit 2 or Unit 3 full details of the odour control measures and associated plant shall be submitted to the Planning Authority for its written approval. For the avoidance of doubt these shall reflect the findings of the Air Quality Assessment and Noise Assessment carried out by Miller Goodall Ltd dated 16th July 2021 and shall be fully operational prior to occupation.

Reason: In the interests of residential amenity.

20. That prior to the Petrol Filling Station, HGV parking area and ancillary UNIT1 first coming into operation the 2.5m high acoustic fence detailed in the Noise Assessment carried out by Miller Goodall Ltd dated 16th July 2021 and shown on the approved plans shall be constructed and a verification certificate (signed by a suitably qualified professional) shall be submitted to the Planning Authority.

Reason: In the interests of amenity.

21. Prior to the commencement of any part the development hereby permitted, a scheme of advance directional signage shall be submitted to, and approved by the Planning Authority, after consultation with Transport Scotland. Thereafter, and prior to the occupation of any part of the development, the scheme of advanced directional signage shall be installed in accordance with the approved plans.

Reason: To maintain safety for both the trunk road traffic and the traffic moving to and from the development.

Appendix 2 – February Committee Report

Application No:

21/01275/FUL

Proposed Development:

Roadside Services Area Comprising Petrol Filling Station, Ancillary Retail Unit, Drive-Thru (Class 3) Units, HGV And Car Parking Areas, Associated Facilities, Landscaping, Infrastructure Works And New Junction Access

Site Address:

Site At Hornshill Farm Road
Stepps

Date Registered:

13th August 2021

Applicant:

Euro Garages Ltd
Euro House
Waterside
Haslingden Road
Blackburn
BB1 2FA

Agent:

Rachel Gee
Clarendon Planning & Development Ltd
The Office
Inchbonny House
Jedburgh
TD8 6NS

Application Level:

Major Application

Contrary to Development Plan:

No

Ward:

05 Stepps, Chryston And Muirhead
John McLaren, Lynne Anderson, Stephen
Goldsack,

Representations:

11 letter(s) of representation received.

Recommendation:

Refuse

Reasoned Justification: That whilst the proposed development is compatible with the land use designations contained within ED12B (Promoting Economic Development and Infrastructure – Transport Development) of the North Lanarkshire Local Plan 2012 the overall site layout lacks sufficient landscaping by means of robust structural planting to provide a naturalised setting for the development to allow it to be absorbed and sit comfortably within the wider landscape context and deliver the required parking provision to serve the development thereby failing to accord with policy DSP4 (Quality of Development) of the North Lanarkshire Local Plan.



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Planning Application: 21/01275/FUL
Name (of applicant): Euro Garages Ltd
Site Address: Site At, Hornshill Farm Road
Steps
Development: Roadside Services Area
Comprising Petrol Filling Station, Ancillary Retail Unit, Drive-Thru (Class 3) Units, HGV And Car Parking Areas, Associated Facilities, Landscaping, Infrastructure Works And New Junction Access



Recommendation: Refuse for the Following Reasons:-

1. That the proposed development is contrary to Policy DSP4 Quality of Development in the North Lanarkshire Local Plan 2012 as the overall site layout lacks sufficient landscaping by means of robust structural planting to provide a naturalised setting for the development to allow it to be absorbed and sit comfortably within the wider landscape context.
2. That the proposed development is contrary to Policy DSP4 Quality of Development in the North Lanarkshire Local Plan 2012 as the site does not provide the level of parking provision required for such a development.

Background Papers:

Consultation Responses:

Traffic & Transportation: 04 February 2022; 27 January 2022; 27 October 2021

Environmental Health (including Pollution Control): 11 October 2021; 19 October 2021, 20 October 2021

Transport Scotland: 17 November 2021

NLC Greenspace: 30 September 2021

Contact Information:

Susan Hunt at Planningenquiry@northlan.gov.uk

Report Date:

11th February 2022

REPORT

1. Site Description

- 1.1 The application site lies to the south of Junction 3 (Hornshill) roundabout of the M80 to the North East of Stepps. The site is irregular in shape but best described as roughly rectangular extending to approximately 2.2 hectares in area. The site has an undulating landform and is made up of rough grassland (generally marshy to the north and more improved rough grazing to the south) with scrub vegetation and broken hedgerows running across the site. The northern boundary is delineated with wooden fencing, western boundary has remnants of post and wire fencing together with individual mature trees adjacent to the former Hornshill Farm site with the eastern and southern boundaries not physically delineated. The roundabout to the north sits at a slightly higher level than the site, the M80 sits lower than the site in a cutting and the site itself generally falling in level from the north west to southern boundary.
- 1.2 The site is bound to the north by Junction 3 (Hornshill) roundabout of the M80 from which it would take vehicular access. The A806 road lies to the east with intervening rough grass land bounding the site. To the south is rough grassland beyond which is the Garnkirk Burn lined by mature woodland known locally as Bluebell woods and designated as a Site of Importance for Nature Conservation beyond which is the Gateside Farm housing site (currently under construction). The western boundary is lined with a series of individual mature trees adjacent to the track forming part of Right of Way (SS95) and the broken fence line of the former Hornshill Farm now demolished and site cleared.

2. Proposed Development

- 2.1 The proposed development comprises the construction of a Roadside Services Area. The Roadside Services Area would be located on the southern side of the M80 but would serve both directions of travel on the motorway via the Junction 3 Hornshill interchange. The proposed development would include Petrol Filling Station with associated retail amenity building offering ancillary services (such as food to go facilities, toilets and showers for road users and a small area of convenience/basket shopping goods); Two stand alone drive-through units (coffee shop and restaurant) together with associated car, coach and HGV parking, electric vehicle charging station, landscaping and infrastructure.
- 2.2 The Petrol Filling Station and ancillary shop (UNIT 1) would be located on the western portion of the site and consist of:
- 6 fuel pumps stations under the main canopy
 - 2 fuel pumps for LGVs adjacent to the HGV Rest Area
 - 10 vehicle charging stations
 - 2 jet wash bays
 - 2 Air, Water & vacuum bays
 - Petrol Filling Station Kiosk and ancillary class 1 retail units with toilet facilities
 - HGV Rest Area and carparking
- 2.3 The building would have a footprint of approximately 38.6m by 25.5m (984 sqm). The building would be of contemporary design with shallow mono pitch (a height of 6.5m along the principal elevation and 4.7m to the rear). The building would be finished in light brown and dark grey cladding panels, composite metal panel roof, and grey aluminium glazed curtain walling.
- 2.4 The stand-alone drive through restaurant (UNIT 2) and Coffee Shop (UNIT 3) would be located to the eastern side of the access road with associated car parking.

- 2.5 The drive through restaurant (UNIT 2) measures approximately 11.5 m by 28.5m with a footprint of 333.5sqm (including the enclosed external yard). The building would be of contemporary design utilising shallow mono pitches on the roof structure (highest point 5.2m on the principal elevation to lowest point of main roof structure 4.5m). The building would be finished in weatherboard panelling with a palette of muted greys, taupe and white along with accent colour blocks, the roof would be of a grey ply material. The principal elevation would have glazed curtain walling.
- 2.6 The drive through coffee shop (UNIT 3) measures 21.5m by 10.5m with a footprint of 215.5 sq.m (including an enclosed external yard and serving projection). The building would be of contemporary design with a flat roof (3.9m in height) with roof projection feature (6.9m in height). The building would be finished in a mix of concrete fibre and timber cladding and aluminium glazed curtain walling.

3. Applicant's Supporting Information

3.1 The applicant has submitted the following documents in support of the application:

- Design and Access Statement
- Planning Statement
- Pre-Application Consultation Report
- Transport Assessment with appended Parking Technical Note
- Noise Assessment
- Air Quality Assessment
- Extended Phase 1 Habitat Survey (with further Ecological Addendum)
- Drainage Strategy & Flood Risk Assessment
- Lighting Report
- Site Investigation Report
- Tree Survey
- Landscaping Plan
- Landscape Appraisal

3.2 The applicant sought an Environmental Screening Opinion (21/00636/EIASCOR) under the terms of the Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2017 in April 2021 which concluded that a formal Environmental Impact Assessment would not be required for the proposed Roadside Services Area on this site.

4. Site History

4.1 Planning application 05/01821/OUT for the Construction of a Motorway Services Area was submitted in November 2005 and subsequently refused in December 2008. The decision was appealed, and the appeal was dismissed in 2009 as it was considered contrary to the provisions of the then local plan.

5. Development Plan

5.1 The Development Plan comprises the Strategic Development Plan (Clydeplan 2017) and the North Lanarkshire Local Plan 2012.

5.2 The emerging Local Development Plan does hold some weight, although is a material consideration, rather than being part of the Development Plan.

6. Consultations

6.1 Transport Scotland has reviewed the Transport Assessment and development proposal and offers no objection to the granting of planning permission subject to conditions relating to advanced directional signage and the submission of further design details of the proposed access arrangement to be agreed in consultation with them.

6.2 NLC Roads recommends refusal of the application for the following reasons:

- The proposal lacks physical measures that would facilitate cycling and walking to the site especially for employees who may not have access to vehicles and thus cannot be considered a sustainable development. This development would therefore conflict with the objectives contained within the Council's newly published Active Travel Strategy Document.
- A detailed drawing with dimensions of the proposed access to the site is yet to be submitted.
- The proposed layout is not serviceable with delivery vehicles require to drive across centre line and parking spaces.
- HGVs would not be able to pass each other side by side on the curves at the site.
- The swept path analysis shows articulated vehicles cannot safely exit the HGV Filling Point/Rest Stop considering all allowable movements.
- The parking layout is substandard with multiple conflict points between vehicles and pedestrians.
- The revised layout has a significant reduction in parking provision. Given the isolated nature of the site, the upper limit of parking requirements should be applied. An under provision of parking spaces could lead to vehicles parking on verges leading to queues developing back on to the motorway interchange.
- The proposed parking provision for the jet wash is substandard.
- There is no internal footway provision linking the site access to the rest of the development.
- No cycle parking facilities are shown despite being referenced in the TA and Parking Provision Technical Note.

6.3 NLC Protective Services have reviewed the Air Quality Assessment, Noise Assessment and Site Investigation and have no objection to the application subject to further details being submitted and the proposed mitigation measures being secured by condition.

6.4 NLC Greenspace have not objected to the application. They have reviewed The Extended Phase 1 Habitat Survey and advise that surveys should be updated should works not commence within a year of them being initially undertaken. Further survey work on forssorial Water Vole was requested. They agree that a Construction Environmental Management Plan should be secured for the construction period in order to protect the Garnkirk Burn SINC. Advice was given on Biodiversity Net Gain (BNG) in relation to proposed landscaping where a 10 % net gain in biodiversity should be sought and will be required to be maintained for a period of at least 30 years. Standing advice was given regarding site clearance works being undertaken out with the breeding bird season. In terms of Access they advise that there are no Rights of Way or Core Paths within the site. The do not that there may be opportunity to connect to Right of Way (SS95) which runs parallel to the western boundary of the site.

7. Representations

7.1 Following standard neighbour notification and press advert procedures 11 letters of representation have been received objecting to the application including representation from Steps & District Community Council. It is noted that one representation was received outwith the timeframe for comments to be received but raises no additional matters that require to be addressed. The objections can be summarised into the following topics:

- Appropriateness of Building Design
- Negative visual impact on the rural character of the setting
- Impact on Garnkirk Burn SINC and wildlife
- Need for the development
- Increase air, light, noise, land, litter pollution and attract vermin.
- Loss of Greenbelt land
- Economic Impact
- Increase in traffic to the area
- Provision of Fast Food facilities

7.2 The Community Council has raised the following additional points:

- The proposal indicates a partial development of the site, and a vehicular access to the south for future development. The application should indicate what is proposed for the remainder of the site.
- This development serves transient vehicular traffic and there should be no pedestrian or vehicle link with Stepps via the Hornhill Farm Road.

8. Planning Assessment

8.1 In accordance with Section 25 of the Town and Country Planning (Scotland) Act 1997, planning decisions must be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises the Strategic Development Plan (Clydeplan 2017) and the North Lanarkshire Local Plan 2012.

8.2 The emerging Local Development Plan is at a stage that it has some material weight in the assessment but is not yet part of the Development Plan.

Clydeplan

8.3 Clydeplan sets out a vision for the long-term development of the city region and deals with cross boundary issues such as housing, strategic infrastructure, including transport, water supply and waste water, as well as strategic green networks including green belts. This translates the intended outcomes of National Policy into strategic outcomes and a method of practical application for decision making by local authorities. This is done through a spatial development strategy and supporting policies. The proposal is not of such strategic scale or significance that it requires to be assessed against the policies of Clydeplan and can therefore be assessed on the policies contained within the adopted North Lanarkshire Local Plan 2012.

North Lanarkshire Local Plan 2012

8.4 The adopted North Lanarkshire Local Plan sets out the local policies against which applications are assessed. This provides the policy designation of the site, with further assessment then carried through the development strategy policies DSP1 – 4.

Policy EDI2B – Promoting Economic Development and Infrastructure – Transport Development.

8.5 Policy EDI2 advises that the Council supports the transport infrastructure improvements listed in Schedule ED12 B of the Area Action Plans. The North Local Area Partnership Area Action Plan, provided in appendix 3 of the 2012 North Lanarkshire Local Plan confirms EDI2 B Transport Development, Hornhill Farm, Stepps is allocated for a Motorway Services Area (MSA) and HGV and carparking areas. It is considered that the proposed development for Roadside Services Area including ancillary retail and drive through units is compatible with Policy EDI 2B.

Policy DSP1

- 8.6 The site is designated within the development plan as a designated Industrial and Business Area allocated for a Motorway Services Area (MSA). The proposed development is for a petrol filling station with ancillary retail and parking is considered compatible. The ancillary retail unit has a floor area less than 1000sq.m and as such an assessment on the impact on Town Centres is not required.

Policy DSP2

- 8.7 As the site is designated as an Industrial and Business Area allocated for a Motorway Services Area (MSA) and the proposed development is considered compatible with this designation it is not considered that this application represents any addition to planned land supplies.

Policy DSP3 Impact of Development

- 8.8 Policy DSP3 considers the strategic impacts of development and the resultant requirement for developers to offset or make a contribution towards offsetting these impacts. In this instance, following consultation there have been no impacts identified that would require a contribution from the developer.

Policy DSP4 Quality of Development

- 8.9 Policy DSP4 requires that an appraisal of the site be carried out to inform the evaluation of design options to achieve a high quality of development in terms of design and layout and to ensure features environmental interest (historical, heritage and wildlife) are suitably safeguarded.
- 8.10 The applicant has provided a suitable site appraisal (contained within the supporting Planning Statement, Landscape Appraisal, Transport Assessment, Extended Phase 1 Habitat Survey, Tree Surveys and Site Investigation) to support the planning application with the topics including the existing character and features of the site and its setting including ground stability and contamination, identity, connections, landscape, biodiversity addressed. It is noted that there are no rights of way or features of historic or heritage interest within or adjacent to the site nor are there sensitive wildlife interests that require to be safeguarded.
- 8.11 An Extended Phase 1 Habitat Survey has been submitted in support of the application and concludes that the site offers limited ecological value with no evidence of protected species. It is noted that nesting birds may use the site and therefore a standard informative could be applied to ensure that if works are to be carried out between March and August a bird nesting survey be undertaken immediately prior to work commencing. Due to the proximity to the Garnkirk Burn the survey recommends that a Construction Environmental Plan be put in place. NLC Greenspace reviewed the Extended Phase 1 Habitat Survey and advised that if works have not commenced within 1 year of the survey work being undertaken updated surveys would be required and agree that a Construction Environmental Plan be secured. This could reasonably be secured by condition.
- 8.12 NLC Greenspace advised that as fossorial water vole had been recorded in the Steps area that a survey should be undertaken prior to planning permission being issued. The applicant has submitted a further Ecological Addendum which concludes that no evidence of fossorial mammals or any other evidence of Water voles was found across the site. It also notes that the site falls outwith the Grassland Water Vole Trigger Area. A Working Method Statement is recommended and includes site clearance works being overseen by an Ecological Clerk of Works. Given the findings of the Ecological Addendum it is considered that it would be possible to secure a Working Method Statement and appointment of an Ecological Clerk of Works by means of a planning condition.
- 8.13 In terms of Access NLC Greenspace note that there is no Right of Way or Core Path running within the site but they consider that an opportunity has been missed to create a pedestrian link from the south of the proposed development, to link in with the approved residential

development to the south of Garnkirk Burn and that consideration should be given to a pedestrian link to the SS95 Right of Way which is discussed further below.

- 8.14 DSP4 then goes on to set out criteria for assessing proposed development in terms of their design and layout:

a. establishing a clear vision for the site with design principles which lead to the creation of a distinct, successful place addressing: siting; overall layout; density; form; scale; height; massing; proportion; detailing; colour; materials, and open space issues.

- 8.15 The proposed site is located on part of a much larger area designated as Industrial and Business Area for Motorway Services Area within the green belt and as such careful consideration must be given to the setting of the development itself and its relationship to the surrounding landscape. In including the site within the current plan the examination report for the 2012 North Lanarkshire Local Plan considered the site and advises:

'Due to previous uses on the subject lands, the extent of vegetation cover evident on site is limited. However, in a broader sense the site is well defined and retains a close relationship with the existing motorway corridor and the wider road network. A combination of factors influences the character of the site and through careful site planning, a properly planned development could be realised which could have a limited impact on views and the landscape character of the area. Therefore, the site retains the capacity to absorb a sustainable form of development which in turn reflects its potential capacity to accommodate change in the context of the wider settlement pattern'.

- 8.16 Discussions were held with the applicant in an effort to achieve a greater and more meaningful amount of landscaping than initially shown on the layout to improve the setting of the development, increase the level of screening provided by robust structural planting and allow the development to sit more comfortably within the context of the surrounding landscape. In order to achieve this the applicant was asked to consider whether the site could be increased in area or if an agreement could be reached to allow for further planting to take place on adjacent land; however, this could not be secured. The revised layout plan submitted enhances the previously proposed landscaping by means of a buffer along the southern and western boundaries of the site running between 5m and 9m in depth.

- 8.17 The applicant submitted a Landscape Appraisal in support of the revised layout and proposed landscaping. This concludes that the landscape effects would be negligible for the wider landscape and slight-moderate for the site itself and moderate- negligible/none for the identified visual receptors once the landscaping is mature.

- 8.18 Given that this is a major development introducing a Roadside Service Area to a greenfield site in and surrounded by green belt land it is considered that limited depth of the landscaping around the site, but in particular to the south and west of the site, is inadequate to provide a meaningful and robust structural planting to the detriment of its setting. Furthermore, in order to increase landscaping along the boundaries the internal site area has been reduced to the detriment of the layout which appears to be more cramped and resulted in the loss of parking provision and tighter internal road geometry. This leads to the conclusion that the site is not of adequate area to achieve the proposed development together with adequate landscaping whilst maintain the physical internal roads and parking requirements.

- 8.19 Notwithstanding the above discussion it is considered that the proposed buildings are designed to be functional the scale, height, massing proportion, detailing, colour and materials are commensurate with a modern Roadside Service Area.

b. providing a safe, inclusive, convenient and welcoming development addressing: personal safety, security and crime prevention; adaptability; safe, secure, and convenient access into and through the development that is attractive to pedestrians, cyclists, and people with disabilities; integration with public transport, green networks and wider links; access for cars, where required, being safe for all road users, and appropriate parking or traffic calming being well located and integrated.

- 8.20 The nature of the proposed development as a Roadside Services Area requires that it be located adjacent to the Strategic Road Network. To this end the proposed development would take vehicular access from an additional arm to the existing roundabout at Junction 3 of the M80 (Hornshill) and a spine road would run centrally through the site with the Petrol Filling Station and ancillary retail unit and HGV parking located to the west of the site together with associated parking provision and the two drive through units located to the east of the site with associated parking.
- 8.21 The site itself is considered to be a greenfield site remote from the village of Stepps and as it has been historically used as farmland and is not well served in terms of infrastructure for vehicles, public transport, cyclists or pedestrians.
- 8.22 NLC Traffic and Transportation have noted that the site does not meet the recently adopted NLC Active Travel Strategy which seeks to reduce reliance on private car trips and encourage and promote other active travel through walking, wheeling and cycling for everyday travel (including to local amenities or places of employment) across North Lanarkshire as the proposal lacks physical measures to facilitate cycling and walking to the site especially for employees and as such is not considered a sustainable development.
- 8.23 In terms of pedestrian access and footpath links discussions have been held with the applicant regarding the possibility of connecting to the Right of Way (SS95) which runs parallel to the site for a short distance along the western boundary. The Right of Way runs from north from Hornshill Farm Road by means of a rough track to the former Hornshill Farm site before returning west to Lenzie Road. The track is rough with a stile in place that requires to be traversed. Its route whilst fairly straight follows topography of the surrounding land dropping down to the Garnkirk Burn and rising up towards the site. The track is unlit, remote from housing bound in part by heavy tree cover with poor passive surveillance. Whilst it may be physically possible to connect to the track from the development site it may not be considered to be a welcoming or safe route for pedestrians to the site in its current form.
- 8.24 Consideration was also given to providing pedestrian links from A806 to the east of the site. There is not a footpath alongside the A806 for its length from Cumbernauld Road to Junction 3. The applicant has considered this option as part of the supporting Transport Assessment and concluded that the creation of such a pedestrian link adjacent to the A806 would not be possible due to the topography of the land to the west of the safety barrier, the presence of mature trees and the need for third party land.
- 8.25 The Transport Assessment addresses access by cyclists and it is noted that the site could be reached by cycling via the road network along the A806 and then by the new roundabout arm into the development site.
- 8.26 If it was considered appropriate that planning permission be granted for the development, then it would be reasonable to attach a condition requiring that the provision of cycle and pedestrian links be explored further.
- 8.27 Turning to the proposed site layout NLC Transportation has requested further details be provided in relation to the site access arrangements. It is considered that a further detailed drawing for the site access could reasonably be conditioned.
- 8.28 NLC Transportation raised objections to the serviceability of the site, HGV manoeuvrability and conflict points within the parking layout. It is considered that that a condition could reasonably be applied to secure a further detailed drawing addressing these issues.

- 8.29 NLC Transportation note that there is no footway shown from the proposed roundabout access into the site and request that this take the form of a shared surface to provide safe access into the development site by cyclists and potentially pedestrians should a pedestrian link be provided. It is considered that a condition could be applied to secure such a shared surface.
- 8.30 It is noted that cycle parking provision is referred to in the Transportation Assessment but has not been shown on the layout plan. It is considered that this could adequately be covered by condition.
- 8.31 Finally, on turning to the issue of parking provision it is noted that the initial site layout plans and Transport Assessment showed 198 parking spaces; however, this has been reduced to 165 spaces on the revised layout drawing. The decision to reduce parking provision was made by the applicant in order to accommodate a greater level of landscaping (requested to improve the setting of the development as discussed above) within the application site boundary whilst maintaining the same amount of development on the site. This results in a lower than desirable level of on site parking.

c addressing energy, resources and waste issues in order to create a sustainable development with a low ecological footprint including: reducing energy need; encouraging sustainable construction; promoting health and wellbeing; reducing waste and resources used through effective storage collecting and composting of waste and recyclable materials, and measures which reduce CO2 emissions and encourage low and zero-carbon approaches.

- 8.32 The developer is encouraged to include sustainable methods during the construction phase as are the end users of any development in their day-to-day operations. In respect to current planning requirements, there are no matters raised in this part of the policy that would be recommended as conditions.

d mitigating any likely air quality, noise, or pollution impacts particularly in or adjacent to Air Quality Management Areas

- 8.33 The applicant has submitted an Air Quality Assessment, Noise Impact Assessment and Site investigation in support of the application. It is noted that the site does not fall within an Air Quality Management Area nor is it adjacent to one.
- 8.34 Given the nature of the proposed development the Air Quality Assessment largely focuses on vehicle trip generation to and from the site together with their movement within the site and concludes that the local air quality impact of emissions from traffic associates with the proposed development is predicted to be negligible. The report also considered impact from adverse cooking odours from the drive through restaurant and recommends that a high level of odour control is required but adequate mitigation measures can be provided to ensure odour has a negligible impact. The report recommends that dust mitigation measures be utilised during construction. The report has been reviewed by NLC Protective Services and found to be acceptable in terms of methodology and conclusions. The recommended dust and odour control measures could be secured by condition.
- 8.35 The Noise Impact Assessment considered noise generating activities from the proposed development including vehicle movements (with a particular focus on HGVs as this is considered to be the most intrusive noise element), fuel pumps, reversing alarms, order points

at drive through units. The report has been reviewed by NLC Protective Services and found to be acceptable in terms of methodology and conclusions. Mitigation measures including a 2.5m high acoustic fence around the HGV parking area and details of plant compound areas could be secured by condition.

- 8.36 The Site Investigation submitted concluded that there were no risks associated with ground contamination or ground gas. The Site Investigation was reviewed by NLC Protective Services and further queries were raised with a further report submitted. The review of the further report has not yet concluded. Given the findings of the initial Site Investigation and nature of the further queries it is considered that this could be covered by a standard ground conditions and remediation strategy conditions.

e ensuring that water body status is protected and, where possible, enhanced: status includes physical characteristics, so proposals such as culverting will only be considered where no other practical option exists. Foul water should connect to the public sewer - alternatives to this will only be permitted where no public system exists, and the alternative does not pose an environmental risk. Sustainable Urban Drainage Systems should be adopted within site design and appropriate details require to be submitted with any planning application.

- 8.37 It is noted that there are no watercourses within the site and that the nearest watercourse (the Garnkirk Burn) lies approximately 180m to the south of the application site. The Extended Phase 1 Habitat Survey recommends that a Construction Environmental Management Plan be put in place during construction which could be secured by condition.

- 8.38 The Drainage Strategy and Flood Risk Assessment advises that foul water would discharge to an existing combined sewer to the south of the site and that surface water drainage would be designed in accordance with Sustainable Urban Drainage Systems principles incorporating methods for treatment and attenuation of surface water prior to discharge to the Garnkirk Burn watercourse. The standard conditions relating to the submission detailed drainage drawings and the certified implementation of the scheme could be used to secure suitable drainage across the site. The site is considered low risk in terms of flooding due to the topography of the site and distance from watercourses.

f integrating successfully into the local area and avoiding harm to the neighbouring amenity by relating well to the existing context and avoiding adverse impact on existing or proposed properties through overlooking, loss of privacy or amenity, overshadowing, or disturbance.

- 8.39 The site is of such distance to residential properties both those existing in Stepps and those within the residential development being developed on Cumbernauld Road to the south of the site under planning application reference 20/01359/MSC that there would be no adverse impacts in terms of overlooking, privacy or overshadowing. A Noise Impact Assessment was submitted which concluded that there would be no adverse impact in terms of noise with mitigating measures in place (acoustic fence and suitable plant housing). The applicant has submitted a lighting report. Nevertheless, for reasons outlined the development lacks sufficient or meaningful landscaping that would allow it to integrate well into the local area.

Policy DPS4 concludes by requiring that adequate provision has been made for the development and maintenance of landscaped open space areas and for linking to and enhancing open spaces and green networks.

- 8.40 The proposal includes the introduction of landscaped areas throughout the site and along the boundaries. The use of standard conditions would secure the provision of the landscaping and a require the submission and approval of a long-term maintenance plan for the site.

- 8.41 In concluding it is considered that the development as proposed fails to accord with key requirements of Policy DSP4 (Quality of Development).

Material Considerations

North Lanarkshire Council Local Development Plan Modified Proposed Plan

- 8.42 The Council's emerging Local Development Plan is at an advanced stage, although does not yet form part of the Development Plan. It is however considered to hold some weight in the assessment of the application as a material consideration.
- 8.43 Policy PROM ID1 Transport Improvements supports transport improvements identified and delivered through a number of Regional and Strategic Transport Strategies. The Policy lists projects identified in the Area Strategies. Whilst not specified for a Motorway Services Area (MSA) development, further clarification on the acceptance of a MSA type of development on the site is provided by the North Lanarkshire Local Development Plan Report of Examination published in May 2021. The Examination Report advises that the Modified Proposed Plan's Transport Improvement Area designation continues to reflect the removal of the site at Hornhill from the Green Belt and its designation as a Motorway Service Area. The Report of Examination also confirms that the implementation of an MSA at Hornhill is no longer a Development Plan matter, that the site's status has not changed from the NLLP and that the land remains allocated for a MSA in the North Lanarkshire Local Development Plan.
- 8.44 The proposal needs to be assessed against policies:
- ID1 Policy Transport Improvements
 - CI Contributions to Infrastructure Guidance
 - EDQ1, EDQ2 and EDQ3 Environmental and Design
- 8.45 It is considered that the proposed development is compatible with the designation for a Motorway Services Area with the policy position noted above. Policy CI reflects that of DSP3 in the North Lanarkshire Local Plan and no contributions have been identified through the consultation process for this development. Policies EDQ1-EDQ3 are reflect the criteria currently contained in Policy DSP4 of the North Lanarkshire Local Plan which are discussed in detail above. No other conclusions would be reached when assessed against the policies of the emerging local development plan.

Scottish Planning Policy (SPP)

It is considered that SPP promotes the facilitation of sustainable economic growth, the promotion of job creation and employment and advises that consideration of economic benefits be given to proposed development through the planning process. In this regard it is noted that the Roadside Services area would be open 24 hours a day 365 days a year. The applicant anticipates that approximately 120 jobs (compromising full and part-time employment opportunities) would be generated by the proposed development with additional employment opportunities being created through the construction process and supply chain.

Representations

Appropriateness of Building Design

- 8.46 Objections have been received on the basis that the design of the proposed buildings are contrary to the relevant DSP 4 guidance being described as both industrial and modern nature, out of scale for the rural area, being of corporate design and not reflecting the local area. Representations include the suggestion that the buildings be redesigned in a more sympathetic way and utilise materials such as stone and green roofs (planted with sedum). The indicative Signage is also considered out of keeping with the site.
- 8.47 **Response:** The design of the individual buildings are assessed under the terms of DSP4 in the body of the report above. It is considered that their designs are of contemporary fairly minimalist design and that the relate sufficiently with each other within the site. The site is of such distance

to other buildings within Stepps that they would not be read immediately alongside other built development. The scale and height are considered acceptable and take account of the altered ground level within the site. With an appropriate level of landscaping the buildings could reasonably be accommodated within the site and the area in general. In terms of signage this would be assessed under a separate application for advertising consent should permission be granted.

Negative visual impact on the rural character of the setting

- *This further loss of green space will spoil our semi-rural area and affect the wellbeing of our local community.*
- *On this open and rural site the developable area has been maximised leaving very little area around the perimeter for landscaping.*

8.48 **Response:** It is agreed that the proposed development sits in semi rural area of farmland and as such the development requires to be appropriately designed to sit within the landscape. It is noted that since the submission of these objections a revised site layout with increased landscaping has been submitted; however, as discussed above under Policy DSP4 assessment it is agreed that that the developable area has been maximised and the level of proposed landscaping fails to provide robust structural planting to allow the development to be comfortably absorbed into the wider landscape and provide adequate landscape screening.

Impact on Garnkirk Burn SINC and wildlife

8.49 **Response:** An Extended Phase 1 Habitat Survey has been submitted and reviewed which finds that the site is of low ecological value and protected species are not present within the site. A construction environmental management plan would ensure that the SINC is not adversely impacted upon. A working method statement in respect of fossorial water voles would also require to be put in place. It is considered that the proposed development would not result in an adverse impact on the SINC or wildlife that would merit the refusal of the application on this basis.

Need for the Development

8.50 The representations include objections based on the lack of need for a Roadside Services Area and note others facilities that are considered to offer similar services nearby. A further point regarding the financial sustainability of the development was also raised.

8.51 **Response:** The need for a Motorway Services Area to service the M80 was originally identified in 2006 through the then Structure Plan and has subsequently been incorporated into the planning policies of the North Lanarkshire Local Plan. This policy allocation is also contained in the emerging Modified North Lanarkshire Local Development Plan. On this basis, the applicant does not require to demonstrate specific locational need for the proposed development. It is for the applicant to determine the financial and commercial viability of the project.

Increase air, light, noise, land, litter pollution and attract vermin.

8.52 **Response:** The applicant has submitted an Air Quality Assessment, Noise Assessment which have been reviewed and found that there would not be unacceptable impact in this respect. Litter is not a material planning consideration and it would be for the operators of the units to ensure litter is managed in a responsible way. Similarly, it is anticipated any operator would act in such a way to prevent attracting vermin to the site.

Loss of Green Belt land

- 8.53 **Response:** As discussed in the report above the site is not designated as statutory green belt as it forms part of a larger site with an EDI2 policy designation within the green belt which supports the development of a Motorway Services Area on this site.

Economic Impact

- *Questionable that there would be a significant economic benefit or sustainable growth for the area.*
 - *The availability of similar roadside services nearby suggests that there is little additional economic benefit from the development rather the displacement of income from nearby competitors.*
- 8.54 **Response:** The applicant anticipates that approximately 120 jobs (comprising full and part-time employment opportunities) would be generated by the proposed development with additional employment opportunities being created through the construction process and supply chain. This is acknowledged as an economic benefit to the area. The scale of the proposed units does not require an impact assessment in terms of the town centre network. In terms of competition this is not a material planning consideration.

Increase in traffic to the area

- *Introducing traffic congestion where there are already queues*
 - *The road and junction has seen many accidents and hazardous driving incidents with the barriers and at the existing roundabout being replaced to serious accidents.*
 - *The stretch of Dewar Road from Crowwood Roundabout to the M80 junctions is already poorly maintained by NLC and suffers badly from litter and general mess as a result. The development would exacerbate this.*
- 8.55 **Response:** The Transport Assessment considers the anticipated vehicle movements to and from the site and the impact of this increase on the surrounding network. The Transport Assessment concludes that it can be accommodated without upgrading works being required. The Transport Assessment has been reviewed by both Transport Scotland and NLC Roads and found to be acceptable. Litter is not a material planning consideration and it would be for the operators of the units to ensure litter is managed in a responsible way within the site and then for customers to dispose of rubbish responsibly thereafter.

Provision of Fast Food facilities

- *Fast food facilities lead to bad eating habits and affect health.*
 - *There are already many easily accessible carryout eating facilities in the vicinity.*
- 8.56 **Response:** There are no specific planning policies in the North Lanarkshire Local Plan that address control the level of, or type of, food uses in an area. In this case it is not considered this development would result in a proliferation of such uses as the development would be on a contained site at a distance from other food retailers within Steps.

Net Zero Greenhouse Gas Emissions

- *There will be a spike in greenhouse gas emissions if this development goes ahead and consequently the Scottish Government should be made aware of the fact that this proposal exceeds to needs.*

- *The development will conflict with the Scottish Government's commitment to reach net-zero greenhouse gas emissions resulting from the transportation sector.*

8.57 **Response:** The site is located adjacent to the Strategic Road Network which carries significant volumes of traffic and the development is primarily designed to service those already undertaking vehicle trips.

8.58 The Community Council has raised the following additional points:

The proposal indicates a partial development of the site, and a vehicular access to the south for future development. The application should indicate what is proposed for the remainder of the site.

8.59 **Response:** The site falls within a much larger area designated as EDI2. It is noted that the plans show the ability to provide a future vehicular access to the larger area to the south of the application site. No details have been provided for the area to the south as part of this application. It is noted that a previous pre-application proposal included a development of industrial units; however, this has not been pursued as part of this planning application. The allocated site is of a scale that will allow an appropriately designed scheme to be absorbed in the landscape i.e. development and landscaping. There has never been an intention that the whole site would be developed for this or any other use

8.60 **This development serves transient vehicular traffic and there should be no pedestrian or vehicle link with Steps via the Hornshill Fam Road.**

8.61 **Response:** The possibility of a link to the Right of Way that runs north of Hornshill Farm Road has been considered and given the rough nature of the track and its remoteness a formal footpath link has not been provided. Should permission be granted further consideration may be given to this (or alternative routes) in terms of an option for Active Travel

Consultations

8.62 The individual consultation responses are discussed in detail under the relevant policies above. The Councils Transportation team has recommended refusal of the application. It is considered that should permission be granted a condition could be imposed requiring further exploration of linkages to the site to support Active Travel. Similarly, it is considered that most of the concerns raised in terms of further detail on the main access, internal layout details and cycle parking provision could reasonably be resolved through conditions requiring the submission of further drawings. The reduction parking provision, as a result of trying to incorporate increased landscaping, is noted and not considered acceptable and given the constraints in terms of site area it would not be possible to achieve the level of parking recommended within the site.

8.63 The wider consultation process has not raised any issues in terms of further information or securing mitigation measures which could not reasonably be addressed through the imposition of suitably worded conditions (if planning permission was granted) or could be addressed as advice to the applicant in a decision notice.

9. Conclusions

9.1 Taking the above assessment into account it is considered that the proposed development is compatible with Policy EDI2B Promoting Economic Development and Infrastructure – Transport Development which supports the development of a Motorway Services Area on this site and is therefore in accordance with the land use designation of the North Lanarkshire Local Plan 2012. Notwithstanding its compliance in terms of land use, the proposed development must also be assessed against the terms of policies DSP1-4 which has been carried out in detail in the above assessment. The proposed development is considered to be in accordance with Policy DSP1

and 2 in terms of amount and location of the development. No impacts have been identified through the application process that require a contribution from the applicant in terms of Policy DSP3. In assessing the proposed development against Policy DSP4 Quality of Development is considered that the most of the relevant criteria can be met (with mitigation measures); however, it is considered that the overall site layout lacks sufficient landscaping by means of robust structural planting to provide a naturalised setting for the development to allow it to be absorbed and sit comfortably within the wider landscape context. In an effort to provide increased landscaping the site layout has been compromised by virtue of loss of parking provision and it is evident that the site area cannot accommodate both additional landscaping and achieve the required level of parking. On this basis it is considered that lack of adequate landscaping and parking provision carry such weight to merit the refusal of this application.

- 9.2 Due consideration of the objections raised in representations received has been given with those objections relating to visual and landscape impacts upheld.
- 9.3 It is therefore recommended that planning permission be refused.