

The Highland Council

Nairnshire Committee – 27 January 2016

Agenda Item	7.
Report No	N/04/16

Nairn South Masterplan – Supplementary Guidance Update

Report by Director of Development and Infrastructure

SUMMARY

This report sets out progress in the preparation of a revised draft masterplan for Nairn South and seeks agreement for the next steps towards its publication. The need for a new Nairn South Masterplan follows the recommendations of the Examination Report to the Inner Moray Firth Local Development Plan.

1. Background

- 1.1 Members will recall the recent committee report to the Nairn, Badenoch and Strathspey Area Committee setting out the steps required to progress the delivery of a new Nairn South Masterplan. This report provides an update on progress in the preparation of the masterplan for Nairn South.
- 1.2 There is a requirement within the Inner Moray Firth Local Development Plan (July 2015) to prepare a new masterplan to guide development requirements for land allocated at Nairn South. Members will also be aware of the concerns regarding the competency of the Transport Assessment that supported previous planning applications to develop land at Nairn South and which also informed, in part, the content of the Nairn South Masterplan published in 2013.
- 1.3 The preparation of a new masterplan is required as a consequence of the concerns expressed by members and the appeal reporter over the adequacy of the transport assessment and improvements proposed. The revised masterplan will address concerns previously raised as well as taking the opportunity to update a number of other issues. In particular, the masterplan will:
- include a Council-led Transport Appraisal taking account of local road conditions and road capacity associated with development at Nairn South;
 - set out the standard of connector road required within the Nairn South site to service delivery of the wider site; and
 - provide more detailed consideration of the requirement, nature and scale of commercial, retail and community uses to be included within development proposals.

The Masterplan will also reappraise a wider range of development factors, set out in Section 3 of this report, related to the delivery of development at Nairn South.

2. Progress to date – Transport Appraisal

- 2.1 Key to the revision of the Nairn South Masterplan is the delivery of a Council-led Transport Appraisal that clearly sets out the improvements required to accommodate increased levels of vehicular, pedestrian and cycle movements on Cawdor and Balblair Roads that would be associated with development at Nairn South.
- 2.2 Initial work has been undertaken to identify the range of transport constraints affecting development of the site, and also a range of options for delivering transport improvements to the local road network. The draft Constraints and Options have been the subject of early dialogue and discussion with local Members, members of the Nairnshire Community Councils and developer/landowner interests to gather initial views on the main transport constraints and potential options to overcome these.
- 2.3 Further work has now been progressed on transport infrastructure issues. Opportunities for improvements to the transport network have been further assessed, informed by the earlier discussions and comments received. Initial options considered in the earlier draft Constraints and Options report have been reviewed and several of the options for transport improvements have been discounted on the basis that they were considered unfeasible on technical and/or financial grounds. A summary of the options considered and recommendations on which to progress further investigation is presented in the Infrastructure Opportunities summary paper as **Appendix 1** to this report.

3. Wider Issues

- 3.1 A wider range of infrastructure requirements and development issues related to the development of the site are also the subject of the masterplan preparation and a number of changes to the content of the 2013 Masterplan have been required as a consequence of review. These include:
- amendments to the regime required for monitoring of implementation and effectiveness of noise mitigation measures;
 - updated consideration of the mix of affordable housing provision;
 - commercial/retail/community requirements;
 - capacity of drainage systems;
 - education infrastructure requirements; and
 - landscape requirements.

4 Next steps

- 4.1 The next stage in preparing the revised masterplan involves work progressing on to the Transport Appraisal phase. The remaining transport options will be the subject of further analysis and traffic modelling to test technical viability, and identify the capacity of potential improvements to accommodate levels of traffic associated with development at Nairn South. This stage of work will also provide indicative estimates of the costs associated with delivery of improvements and an indication of the development capacity of land at Nairn South alongside phasing of development.

- 4.2 In addition to the ongoing work on the Nairn South Masterplan the Council has recently published an Action Programme for the Inner Moray Firth Local Development Plan setting out actions related to the delivery of the Plan. The Action Programme includes an action to prepare a delivery strategy for sites in Nairn, looking at current housing demand, available sites and infrastructure requirements. This work will be informed by the outcomes of the Transport Appraisal and will be progressed alongside the preparation of the masterplan.
- 4.3 Once prepared, the draft masterplan will set out clear guidance on the potential development levels achievable at Nairn South allied to a range of measures required to support development.

5 Consultation Arrangements

- 5.1 The process for the preparation of Supplementary Guidance is set by Scottish Government, and requires planning authorities to publicise draft guidance and to give opportunity to all to make comment. It is important that the draft masterplan is subject to full public consultation.
- 5.2 In order to ensure that the draft masterplan is available for wider public scrutiny officers will continue to liaise with local members, community councils, landowners and development interests in order to further progress work on a draft masterplan document.
- 5.3 A finalised timetable for consultation will be confirmed with members following the finalisation of the Transport Appraisal. It is anticipated that a draft masterplan document can be prepared for consultation during the spring to allow for feedback from the consultation to be presented to the April 2016 Nairnshire committee.

6 Implications

- 6.1 **Legal and risk**
There are no equality, legal or risk implications arising from this report.
- 6.2 **Resource and Gaelic**
There are no additional resource or Gaelic implications arising from this report.
- 6.3 **Equality**
Any design for development will take into account access requirements for individuals with disabilities and vulnerable user groups.
- 6.4 **Rural**
There are no additional rural implications arising from this report.
- 6.5 **Climate Change / Carbon Clever**
There are no climate change or carbon clever implications attached to this report.

RECOMMENDATION

Committee is invited to:

- agree for the preparation of a draft Nairn South Masterplan for public consultation, timescales to be agreed with members of this committee prior to the consultation;
- note the update on progress in the assessment of Transport issues; and
- agree that Council officials continue to liaise with Council Members, the community and landowner and developer interests in the preparation and delivery of a draft Nairn South Masterplan for public consultation.

Designation: Director of Development and Infrastructure

Date: 18 January 2016

Author: Brian MacKenzie

Background Papers: Appendix 1 Transport Infrastructure Opportunities

INFRASTRUCTURE OPPORTUNITIES				
Ref	Location	Option(s) "Long List"	Option(s) Discounted	Option(s) taken forward for further consideration
1	<u>Cawdor Road / Cawdor Terrace / Westbury Road / Millbank Crescent Junction</u>	A) Reduction in pedestrian crossing widths at junction through a combination of pavement widening and new refuge island.	None	A) Reduction in pedestrian crossing widths at junction through a combination of pavement widening and new refuge island.
2	<u>Cawdor Road – Millbank Crescent to Nairn Station Railway Bridge</u>	A) Options to achieve a new road cross-section to provide 0.45m buffer to the road retaining wall, a 6.0m wide road carriageway and 2.3m wide eastern footway. or B) Options to achieve a new road cross-section to provide 0.45m buffer to the road retaining wall, a 6.5m wide road carriageway and 3.0m wide eastern footway. or C) Enhanced traffic calming and partial footway improvements in combination with traffic signal control at Cawdor Road / Balblair Road junction.	B) Options to achieve a new road cross-section to provide 0.45m buffer to the road retaining wall, a 6.5m wide road carriageway and 3.0m wide eastern footway. <i>Discounted due to the impact of achieving the dimensions and on the basis that Option A) would be satisfactory.</i>	A) Options to achieve a new road cross-section to provide 0.45m buffer to the road retaining wall, a 6.0m wide road carriageway and 2.3m wide eastern footway. or C) Enhanced traffic calming and partial footway improvements in combination with traffic signal control at Cawdor Road / Balblair Road junction.
3	<u>Nairn Station Railway Bridge</u>	A) Widened footway under railway bridge to 2m in combination with traffic signal control with advanced stoplines for cyclists on Cawdor Road (north and south of the bridge width and height restriction) and on Balblair Road.	B) Traffic signal control with widened footway up to 3.0m via new underpass in existing bridge abutment. <i>Discounted as any engineering solution will have a potential significant impact on the</i>	A) Widened footway under railway bridge to 2m in combination with traffic signal control with advanced stoplines for cyclists on Cawdor Road (north and south of the bridge width and height restriction) and on Balblair Road.

INFRASTRUCTURE OPPORTUNITIES				
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		<p>or</p> <p>B) Traffic signal control as above option with widened footway up to 3.0m via new underpass in existing bridge abutment.</p> <p>or</p> <p>C) Enhanced traffic calming and partial footway improvements in combination with traffic signal control at Cawdor Road / Balblair Road junction.</p> <p>D) Replacement railway bridge structure to provide new improved road cross-section.</p>	<p><i>existing bridge structure for a similar benefit provided by Option A).</i></p>	<p>or</p> <p>C) Enhanced traffic calming and partial footway improvements in combination with traffic signal control at Cawdor Road / Balblair Road junction.</p> <p>or</p> <p>D) Replacement railway bridge structure to provide new improved road cross-section.</p>
4	<u>Cawdor Road / Balblair Road Junction</u>	<p>A) Traffic signals and improved junction geometry on Cawdor south corner and 2m pedestrian build out adjacent to station steps in conjunction with altered road cross-section to provide 0.45m buffer to the road retaining wall, and up to 6.5m wide road carriageway.</p> <p>or</p> <p>B) Alternative option to provide 2m wide pedestrian storage point adjacent to station steps by cutting into embankment</p>	<p>A) Traffic signals and improved junction geometry on Cawdor Road south corner and 2m pedestrian build out adjacent to station steps along with altered road cross-section on Balblair Road approach.</p> <p><i>Discounted due to footway build out option at station steps in combination with the various carriageway width options does not permit the safe negotiation of the junction by council refuse vehicles associated with the Balblair Depot compound.</i></p>	<p>B) Traffic signals and improved junction geometry on Cawdor south corner and provide 2m pedestrian storage point adjacent to station steps by cutting into the embankment.</p>

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Ref	Location	Option(s) "Long List"	Option(s) Discounted	Option(s) taken forward for further consideration
5	<u>Cawdor Road – Balblair Road to Elizabeth Street</u>	<p>A) Options to achieve a new improved road cross-section to provide 0.45m buffer to the retaining wall, a 6.0m wide road carriageway and a 2.3 m wide eastern footway. Localised carriageway narrowing in conjunction with a priority working traffic calming feature in the location of the residential properties near the junction of Elizabeth Street.</p> <p>or</p> <p>B) Options to achieve a new improved road cross-section to provide 0.45m buffer to the retaining wall, up to 6.5m wide road carriageway and up to 3.0m wide eastern footway. Localised carriageway narrowing in conjunction with a priority working traffic calming feature in the location of the residential properties near the junction of Elizabeth Street.</p>	<p>B) Options to achieve a new road cross-section to provide 0.45m buffer to the retaining wall, a 6.5m wide road carriageway and 3.0m wide eastern footway.</p> <p><i>Discounted due to the impact of achieving the dimensions and on the basis that Option A) would be satisfactory.</i></p>	<p>A) Options to achieve a new road cross-section to provide 0.45m buffer to the retaining wall, a 6.0m wide road carriageway, and 2.3m wide eastern footway. Localised carriageway narrowing in conjunction with a priority working traffic calming feature in the location of the residential properties near the junction of Elizabeth Street.</p>
6	<u>Elizabeth Street / George Street to Mill Road Residential Area</u>	<p>A) Introduction of traffic calming in the residential area along George Street, Elizabeth Street and Mill Road.</p>	<p>A) Introduction of traffic calming in the residential area along George Street, Elizabeth Street and Mill Road.</p> <p><i>Discounted as the precise details and the need for the introduction of traffic calming in the residential area along George Street, Elizabeth Street and on Mill Road between the junctions of George Street and Elizabeth Street should be monitored post development build-out and included as part of any planning consent conditions and/or formal planning agreement rather than an infrastructure option required at</i></p>	None

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Ref	Location	Option(s) "Long List"	Option(s) Discounted	Option(s) taken forward for further consideration
			<i>the time of potential development. This option does not deliver any traffic capacity enhancement but addresses potential rat-running.</i>	
7	<u>Balblair Road – Cawdor Road to Gordon's Sawmill</u>	<p>A) Options to achieve a new road cross-section to provide 0.45m buffer to the retaining wall, a 6.0m wide road carriageway and 2.3m wide eastern footway to the southern limit of the Gordon's Sawmill site in combination with traffic calming features and upgraded access to sawmill.</p> <p>or</p> <p>B) Options to achieve a new road cross-section to provide 0.45m buffer to the retaining wall, a 6.5m wide road carriageway and 3.0m wide eastern footway to the southern limit of the Gordon's Sawmill site in combination with traffic calming features and upgraded access to sawmill.</p> <p>or</p> <p>C) Create a 'No Through Road' restricting vehicular use of Balblair Road except for access to local premises by introducing physical measures and promoting a Traffic Regulation Order. Several locations have been considered for the point closure associated with the stopping up.</p> <p>or</p> <p>D) Restrict vehicular use of Balblair Road to</p>	<p>B) Options to achieve a new road cross-section to provide 0.45m buffer to the retaining wall, a 6.5m wide road carriageway and 3.0m wide eastern footway.</p> <p><i>Discounted due to the impact of achieving the dimensions and on the basis that Option A) would be satisfactory.</i></p>	<p>A) New road cross-section to provide 0.45m buffer to the retaining wall, a 6.0m wide road carriageway, and 2.3m wide eastern footway to the southern limit of the Gordon's Sawmill site in combination with traffic calming features and upgraded access to sawmill.</p> <p>or</p> <p>C) Create a 'No Through Road' restricting vehicular use of Balblair Road except for access to local premises by introducing physical measures and promoting a Traffic Regulation Order. Several locations have been considered for the point closure associated with the stopping up.</p> <p>or</p> <p>D) Restrict vehicular use of Balblair Road to one-way operation over the section of Balblair Road between Cawdor Road and the sawmill access and provide footway widening.</p>

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Ref	Location	Option(s) "Long List"	Option(s) Discounted	Option(s) taken forward for further consideration
		one-way operation over the section of Balblair Road between Cawdor Road and the sawmill access and provide footway widening.		
8	<u>Balblair Road to Cawdor Road Distributor Link Road</u>	A) Construct a new junction on Balblair Road south of the proposed Gordon's Sawmill expansion area. Adopted distributor link road alignment to permit access to all land holdings in area between Balblair Road and Cawdor Road. New junction with Cawdor Road.	None	A) Construct a new junction on Balblair Road south of the proposed Gordon's Sawmill expansion area. Adopted distributor link road alignment to permit access to all land holdings in area between Balblair Road and Cawdor Road. New junction with Cawdor Road.
9	<u>Balblair Road to C1163 Delnies Road</u>	A) All existing areas of carriageway widening/passing place to be clearly signposted. Areas of carriageway widening/passing place not conforming to Council Guidelines to be upgraded and clearly signposted. Additional passing places to be provided as appropriate and signposted. Signing to be added on approaches to railway crossing. Improvement to the B9091/C1163 junction. or B) Advanced delivery of B9090 Balblair Road – C1163 to Delnies and Cawdor Road – B9090 Balblair Road link roads (proposed as part of the A96 Nairn Bypass improvements) by the developer parties to support Nairn South.	A) All existing areas of carriageway widening/passing place to be clearly signposted. Areas of carriageway widening/passing place not conforming to Council Guidelines to be upgraded and clearly signposted. Additional passing places to be provided as appropriate and signposted. Signing to be added on approaches to railway crossing. Improvement to the B9091/C1163 junction. <i>Discounted: an improvement in the safe operation of the single track road is achieved by the provision of compliant and additional passing places along this route. However, it does not provide a sufficiently improved alternative route to the A96(T) from Nairn South.</i>	None

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Ref	Location	Option(s) "Long List"	Option(s) Discounted	Option(s) taken forward for further consideration
			<p>B) Advanced delivery of B9090 Balblair Road – C1163 to Delnies and Cawdor Road – B9090 Balblair Road link roads (proposed as part of the A96 Nairn Bypass improvements) by the developer parties to support Nairn South.</p> <p><i>Discounted due to the significant level of advanced investment required to deliver the side road improvements (Current Est: £9.1M). The scale of works far exceeds the viability levels expected for the scale of development at Nairn South.</i></p>	
10	<u>Proposed Nairn Bypass</u>	<p>A) Addition of slip roads connecting Cawdor Road to the proposed A96 Dualling Project Nairn Bypass. This will provide a "half diamond" interchange catering for traffic heading to/from Inverness.</p>	None	<p>A) Addition of slip roads connecting Cawdor Road to the proposed A96 Dualling Project Nairn Bypass. This will provide a "half diamond" interchange catering for traffic heading to/from Inverness.</p>
11	<u>Access to Duncan Drive from Nairn South</u>	<p>A) Construct a new foot / cycle bridge crossing of Aberdeen-Inverness railway line with ramped access, connecting Strategic Masterplan Area with Nairn Academy.</p> <p>or</p> <p>B) New distributor road bridged over Aberdeen to Inverness railway line to the Nairn South development.</p>	<p>B) New distributor road bridged over Aberdeen to Inverness railway line to the Nairn South development.</p> <p><i>Discounted as the approaches will be required to be of suitable length in order to achieve the desirable road gradients and the necessary height of the bridge over the railway. The impact on the existing built environment and issues of deliverability leads to this option being discounted.</i></p>	<p>A) Construct a new foot / cycle bridge crossing of Aberdeen-Inverness railway line with ramped access, connecting Strategic Masterplan Area with Nairn Academy.</p> <p>The need for this option or otherwise will largely be determined by the suitability of the options being considered for Balblair Road and Cawdor Road as an alternative, to which the footbridge construction cost could be offset.</p>