

Agenda Item	5.1
Report No	PLS 037/18

## HIGHLAND COUNCIL

**Committee:** South Planning Applications Committee  
**Date:** 12 June 2018  
**Report Title:** 18/01600/PAN: Breedon Northern Ltd  
Banavie Quarry, Banavie, Fort William  
**Report By:** Area Planning Manager – South/Major Developments

### Purpose/Executive Summary

**Description:** Extension to Banavie Quarry to incorporate revised working and progressive restoration, together with the extension of quarry operations until 2043  
**Ward:** 11 Caol and Mallaig

### Recommendation

Members are asked to note the submission of the PAN and highlight any material issues they wish to be brought to the attention of the applicant before the submission of the application for planning permission.

## **1. BACKGROUND**

- 1.1 To inform the Planning Applications Committee of the submission of the attached Proposal of Application Notice (PAN).
- 1.2 The submission of the PAN accords with the provisions of the Planning etc. (Scotland) Act 2006 and was lodged on the 29 March 2018. Members are asked to note this may form the basis of a subsequent planning application
- 1.3 The submitted information attached includes:
  - Proposal of application Notice
  - Site & Location Plan
  - Covering Letter

## **2. DESCRIPTION OF PROPOSED DEVELOPMENT**

- 2.1 The proposal involves the extension to the existing Banavie Quarry site to the north east and north west to incorporate revised working and progressive restoration, together with extending the quarry operations until 2043 (additional 20 years) at the current annual production rate of 80,000 tonnes. The existing Banavie Quarry site covers an area of approximately 10.5ha, and the planning extension shown on the submitted location plan covers an area of approximately 4ha.
- 2.2 Since submission of the Proposal of Application Notice, the applicant has held a public consultation event and has circulated information from the event (copy attached). The event was held on the 7<sup>th</sup> May 2018 at the Lochaber Rugby Football Club Clubhouse at Banavie.

## **3. SITE DESCRIPTION**

- 3.1 The Banavie Quarry site is set on the lower, south eastern slopes of Tom Allt Fine set to the north side of the A830 at Banavie and to the north west of the Caledonian Canal. A dense woodland strip, including an area of ancient woodland, partially screens the site from the south. Planning consent was obtained in 2005 for the extraction of up to 80,000 tonnes per annum of hard rock aggregates for a period of 20 years (expires in 2023). The proposal involves a strip of land to the north east and north west side of the existing Banavie Quarry site.

## **4. DEVELOPMENT PLAN POLICY**

The following policies are relevant to the assessment of the application

### **4.1 Highland Wide Local Development Plan 2012**

28 - Sustainable Design  
29 - Design Quality & Place-making  
30 - Physical Constraints  
31 – Developer Contributions  
51 – Trees and Development  
53 - Minerals

- 54 - Mineral Wastes
- 56 - Travel
- 57 - Natural, Built & Cultural Heritage
- 58 - Protected Species
- 59 - Other important Species
- 60 - Other Importance Habitats
- 62 – Geodiversity
- 63 – Water Environment
- 66 - Surface Water Drainage
- 72 - Pollution

**4.2 West Highlands and Islands Development Plan (as continued in force)**

The general policies of the Local Plan have been superseded by the policies of the Highland-wide Local Development Plan.

**4.3 West Highlands and Islands Local Development Plan (Emerging WestPlan)**

No specific allocation.

**4.4 Highland Council Supplementary Planning Policy Guidance**

- Construction Environmental Management Process for Large Scale Projects (August 2010)
- Developer Contributions (March 2013)
- Flood Risk & Drainage Impact Assessment (Jan 2013)
- Highland's Statutorily Protected Species (March 2013)
- Managing Waste in New Developments (March 2013)
- Physical Constraints (March 2013)
- Public Art Strategy (March 2013)

**4.5 Scottish Government Planning Policy and Guidance**

- National Planning Framework 3, 2014
- Scottish Planning Policy, June 2014
- Promoting Responsible Extraction of Resources
- Paras. 242, 247 - 248
- PAN 50 Controlling the Environmental Effects of Surface Mineral Workings (October, 1996)
- PAN 64 Reclamation of surface mineral workings (January, 2003)
- PAN 1/2011 Planning and Noise (March, 2011)
- PAN 1/2013 Environmental Impact Assessment (PAN 1/2013)

**5. POTENTIAL MATERIAL PLANNING CONSIDERATIONS**

- 5.1 a) Planning history
- b) National Policy

- c) Natural Heritage
- d) Landscape and Visual Impact
- e) Traffic Generation
- f) Residential Amenity
- g) Pollution and Environmental Management - noise, dust, vibration
- h) Surface Water Drainage
- i) Phasing and operational management
- j) Developer Contributions
- k) Site restoration and reuse, including bond or similar

## **6. CONCLUSION**

- 6.1 The report sets out the information submitted to date as part of the PAN. Summarised are the policy considerations against which any future planning application will be considered as well as the potential material planning considerations and key issues based on the information available to date. The list is not exhaustive and further matters may arise as and when a planning application is received and in the light of public representations and consultation responses.

## **7. IMPLICATIONS**

- 7.1 Resource: Not applicable
- 7.2 Legal: Not applicable
- 7.3 Community (Equality, Poverty and Rural): Not applicable
- 7.4 Climate Change/Carbon Clever: Not applicable
- 7.5 Risk: Not applicable
- 7.6 Gaelic: Not applicable

## **8. RECOMMENDATION**

It is recommended the Committee notes the submission of the PAN and advises of any material issues it wishes to be brought to the applicant's attention.

Signature: Nicola Drummond  
Designation: Area Planning Manager – South/Major Developments  
Author: Christine Millard / Susan Macmillan  
Background Papers: Documents referred to in report and in case file.  
Relevant Plans: Plan 1 - B02-BP Location Plan  
Plan 2 – Public Event Information



# WELCOME

Welcome to this public consultation event about our proposals for the development which seeks to extend the existing Banavie Quarry.

This event presents information about the applicant, background to the quarry and the proposed changes to the way in which the quarry will be worked and restored.

We are in the early stage of an on-going consultation process with members of the local community and other interested parties. If you have any questions about the proposal, please approach a member of the team who will be more than happy to assist.

We hope you find the information presented here today helpful and informative.



## WHO ARE BREEDON

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Banavie Quarry is operated by Breedon Northern. Headquartered near Dundee, Breedon Northern operates 38 quarries, 17 asphalt plants, around 70 ready-mixed concrete plants and two concrete block plants, primarily supplying the north, west and east of Scotland (including the Hebrides) and parts of northern England.

Our northern contract surfacing business operates throughout Scotland and the north of England, undertaking both minor road surfacing projects and major infrastructure contracts.

Our objective is to extract maximum value from every tonne of aggregates we quarry and every tonne of cement we produce, through the efficient manufacture and sale of a full range of products and associated services.

In the west of Scotland we have quarries at Fort William, Oban and Inverary providing construction materials for local needs. This includes the supply of coated roadstone to BEAR for the maintenance of the trunk road network. We aim to operate all of our sites in compliance with the relevant planning and environmental legislation and in harmony with our neighbours.



# ABOUT BANAVIE QUARRY

Breedon Northern are the present operators of Banavie Quarry, located to the northeast of Fort William. The quarrying of rock at Banavie Quarry has taken place since around 1930 and has been worked to this day by various operators.

Permission was granted at Banavie Quarry in March 2004 for an extension of the duration of operations to 2023. This also allowed for the continued extraction and processing of hard rock aggregates as well as final restoration of the quarry.

The quarry produces a full range of quarried products as well as a full range of coated macadam and asphalt road bases, base courses and wearing courses. A ready mix concrete plant was also introduced in recent years which has allowed the production of ready-mix concrete products.

Banavie stone has been used for decades in the local area and many contracts specify Banavie Stone for its distinctive colouring. Banavie Quarry has supplied ballast for rail track maintenance throughout the West Highland area and is the only local supply with the requisite technical properties.



# BANAVIE QUARRY LIAISON GROUP

Following the grant of the current planning permission in 2004, the quarry operators initiated a liaison group to enable discussions with the local community and address any issues they may have with the quarry operations.

The liaison group is chaired by the company estates director and invites all near-neighbours, a representative of the Kilmallie Community Council, the local planning officer, the local area roads engineer and the company production manager. The group meets twice a year and seeks to be an open platform for dialogue. Discussions include planning condition compliance, reviewing quarry developments, future workload, environmental matters, received complaints and actions taken.





# THE PROPOSAL

The proposal will extend the quarry by approximately 1.75 hectares, allowing the continuation of quarry operations until 2043 at the current annual production rate of 80,000 tonnes per annum. The proposed extension will safeguard direct employment in the quarry and indirect employment in support services and transportation at current levels for the extended period of quarry operations.

One of the key reasons for the forthcoming application is to enable early restoration of the upper faces of the quarry which are prominent in the landscape.

It was anticipated that during the early stages of the previously consented development programme, that restoration operations would commence on the upper headwall and sidewall faces. These faces were considered to be the most visual aspect of the consented operations and early restoration was thought to offer significant landscape and visual benefits.

Restoration including hydromulching was recommended to encourage rapid growth.

However, previous attempts at hydromulching of the upper headwall and sidewalls have so far been substantially unsuccessful. This is predominantly due to the gradient of these faces. As such, the proposed progressive restoration would establish and mature as the mineral deposit is worked to mitigate any visual impact at an early stage.

Site access will remain the same as existing, as would the hours of operation.



## LANDSCAPE AND VISUAL IMPACT

A landscape and visual impact assessment will be carried out which will analyse the potential effects of the proposed development on the local landscape character and viewpoints within an agreed study zone.

The landscape assessment will assess the effects of the proposed development upon the characteristics of the site and surrounding area.

The visual assessment will assess the extent of the proposed development's potential visibility and any visual effects upon a range of representative visual receptors (people) found across the study zone.

## NOISE

Potential noise impacts resulting from the proposals will be assessed by independent specialists Vibrock Limited. Noise monitoring on site already takes place in accordance with the current planning permission.

Noise modelling will be undertaken in order to predict the worst case noise levels. The noise modelling results will show whether the predicted noise levels will be within the most stringent criteria for noise from mineral working as detailed within government guidance. The methodology and criteria will be agreed with Highland Council's Environmental Health Officer.





# THE PROPOSAL

## VIBRATION

Blasting is required to dislodge and fragment the in-situ rock to enable subsequent processing. An assessment of vibration will be undertaken as part of the application. Vibration data from monitoring a typical production blast at Banavie Quarry has been completed. An analysis of this monitoring will be used to predict the likely levels of vibration from future blasting operations at the quarry. All blasts will be designed to meet the most stringent vibration levels suggested by government guidance. Monitoring of each blast will be carried out to confirm compliance and shall be carried out in accordance with best blasting practice at all times.



## ECOLOGY

An ecological appraisal of the site has been undertaken by Echoes Ecology. There are very few mammals using the site. The site may be used by ground nesting birds during the bird nesting season. If soil stripping takes place between February and July the site will be checked for any ground-nesting birds prior to works commencing.



## DUST

Quarrying operations can generate airborne emissions by moving and placing materials for stockpiles or restoration, vehicle movements and material processing. A dust and air quality assessment will be prepared for the development to minimise potential impacts. The effective control of dust impacts will also be recommended.



## CULTURAL HERITAGE

A cultural heritage assessment will be undertaken as part of the EIA process which will analyse the potential impacts on any heritage assets in the surrounding area.





# BANAVIE QUARRY PROPOSED WORKING SCHEME

## OVERALL WORKING SCHEME STRATEGY

The main focus and benefits of the proposed working scheme, as a result of the lateral extension would be:

- Whilst operations would initially work at a more elevated exposed location this would ensure after a short – medium term duration the restoration of the upper parts of the north western and north eastern working faces. This would be undertaken to a final restoration landscape profile, which would improve the integration of the site with the surrounding landscape and maximise the long term visual enclosure of site operations;
- To reduce where feasible the vertical extent of the quarry working faces currently visible to the northeast, east and southeast;
- Provide a final restoration scheme of nature conservation benefit, landscape diversity and an acceptable final landscape profile. This would be implemented through the proposed progressive restoration strategy.

## PROPOSED PHASE 1 OPERATIONS

The Phase 1 operations would work the north western upper parts of the proposed lateral extension area to 90m AOD.

The extraction extent would be accessible via the existing mast access track and a proposed access to the northeast. The two working benches during this phase of operations would be approximately 25m wide to provide a sufficient extent to achieve a restoration profile broadly similar to the surrounding landscape gradient.

Prior to the commencement of Phase 1 operations there could potentially be a requirement for a powerline diversion. There would be no progressive restoration undertaken during Phase 1 operations.



## PROPOSED PHASE 2 OPERATIONS

The Phase 2 operations would undertake mineral extraction within the north eastern parts of the proposed lateral extension area and continue operations within the current planning permission to a depth of 60m AOD.

The progressive restoration of the Phase 1 north western face extraction area, comprising the rollover effect, would be undertaken to 90m AOD. This restoration would be to 10m below the existing quarry face upper level, creating a 1:2 (approx.) landscape profile of acid grassland / dry heath mosaic with intermittent barerock habitat, and areas of native scrub.





# BANAVIE QUARRY PROPOSED WORKING SCHEME

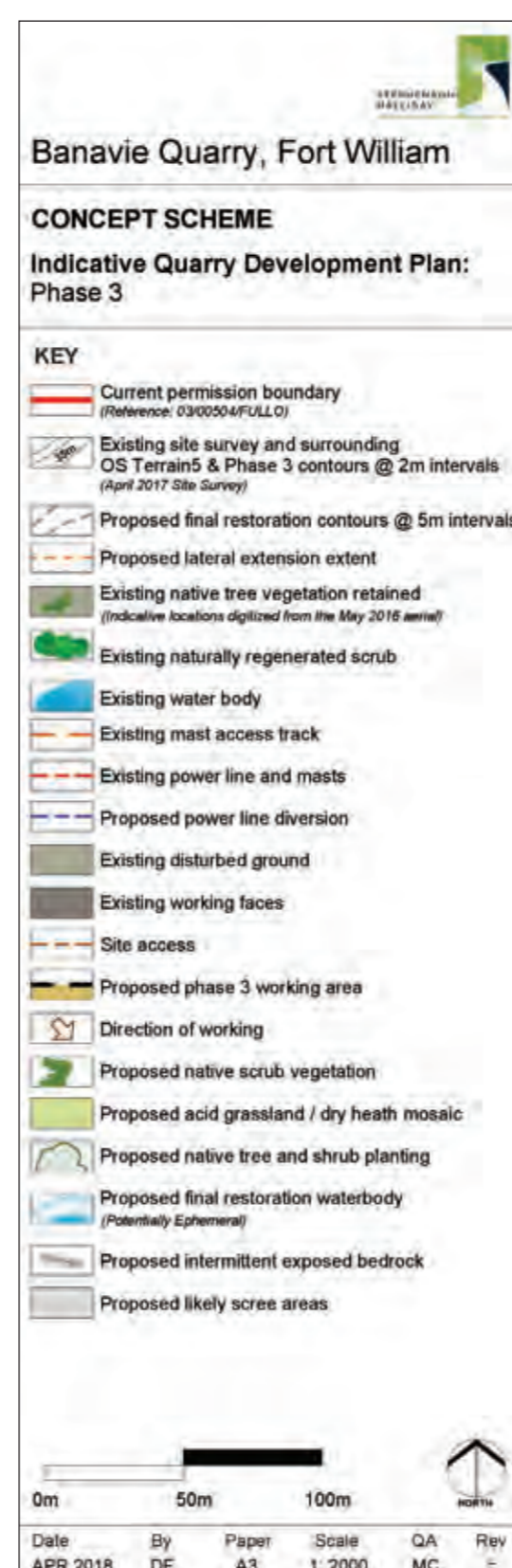
## PROPOSED PHASE 3 OPERATIONS

The Phase 3 final mineral extraction operations would work the core of the quarry extent within the current planning permission boundary to 36m AOD and the previously worked Phase 2 north eastern lateral extension area deeper to 50m AOD.

During Phase 3 operations the access permitted under planning permission (Reference: 03/00504/FULLO) would be implemented to the immediate northwest of the site processing plant and offices area.

The progressive restoration scheduled to be undertaken during Phase 3 would include:

- The south western former working face to a scree landscape with intermittent areas of acid grassland / dry heath mosaic, native scrub and tree vegetation;
- The eastern edge of the site to acid grassland / dry heath mosaic, native scrub and tree vegetation.



## PROPOSED FINAL RESTORATION

The proposed final restoration scheme would result in a landscape profile, which would largely integrate with the surrounding landscape and comprise the following proposed landscape afteruses:

- A waterbody and marginal aquatic vegetation;
- Acid grassland / dry heath mosaic;
- Native scrub vegetation;
- Intermittent bare rock habitat comprising scree areas and exposed bedrock; and
- Native woodland and shrub vegetation.







# THE PLANNING APPLICATION

**A Planning Application will be submitted to the Highland Council in Autumn 2018.**

Once the planning application is received by the Highland Council, it will undergo a thorough consultation process where organisations such as Scottish Natural Heritage and SEPA will be offered the opportunity to comment on the proposals.

Highland Council will also accept comments on the planning application from members of the public.

Highland Council will assess the planning application against planning policy contained within the Local Development Plan.

Highland Council will consider all comments received by formal consultees and members of the public before making a final decision on the planning application.

# CONSULTATION FEEDBACK

We would like to know what you think about the proposals being presented today.

Comments can be made in the following ways:

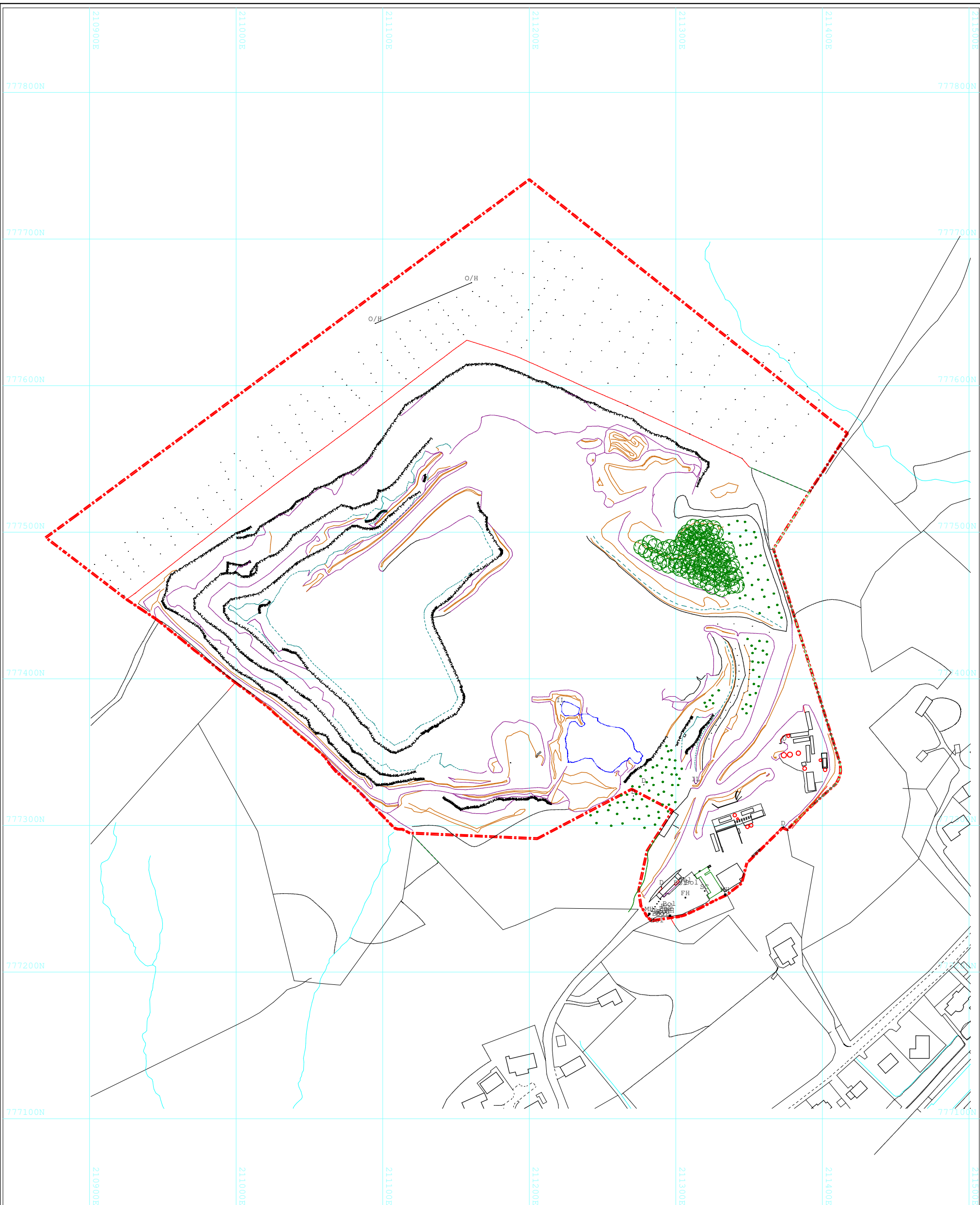
- In person using the **feedback forms**
- By email to:  
**enquiries.northern@breedongroup.com**  
or
- By post to:  
**Gavin Mennie**  
**Director of Estates, Planning and Geology**  
**Breedon Northern Limited**  
**Ethiebeaton Quarry, Monifieth, Angus**  
**DD5 3RB**

**Please provide comments no later than 28th May 2018.**

**Any comments made prior to, during or after the public consultation event are not representations to the Highland Council.**







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**B02 Banavie**

Proposed  
 Extension

Drawn By  
 GJM

Date  
 16-MAR-2018

Scale  
 1 : 2500

Drawing No.  
 B02 / BP