
CAIRNGORMS NATIONAL PARK AUTHORITY

DEVELOPMENT PROPOSED:

Erection of community hospital at Land 215M South Of Spey House
Cairngorm Technology Park, Dalfaber Drive, Aviemore

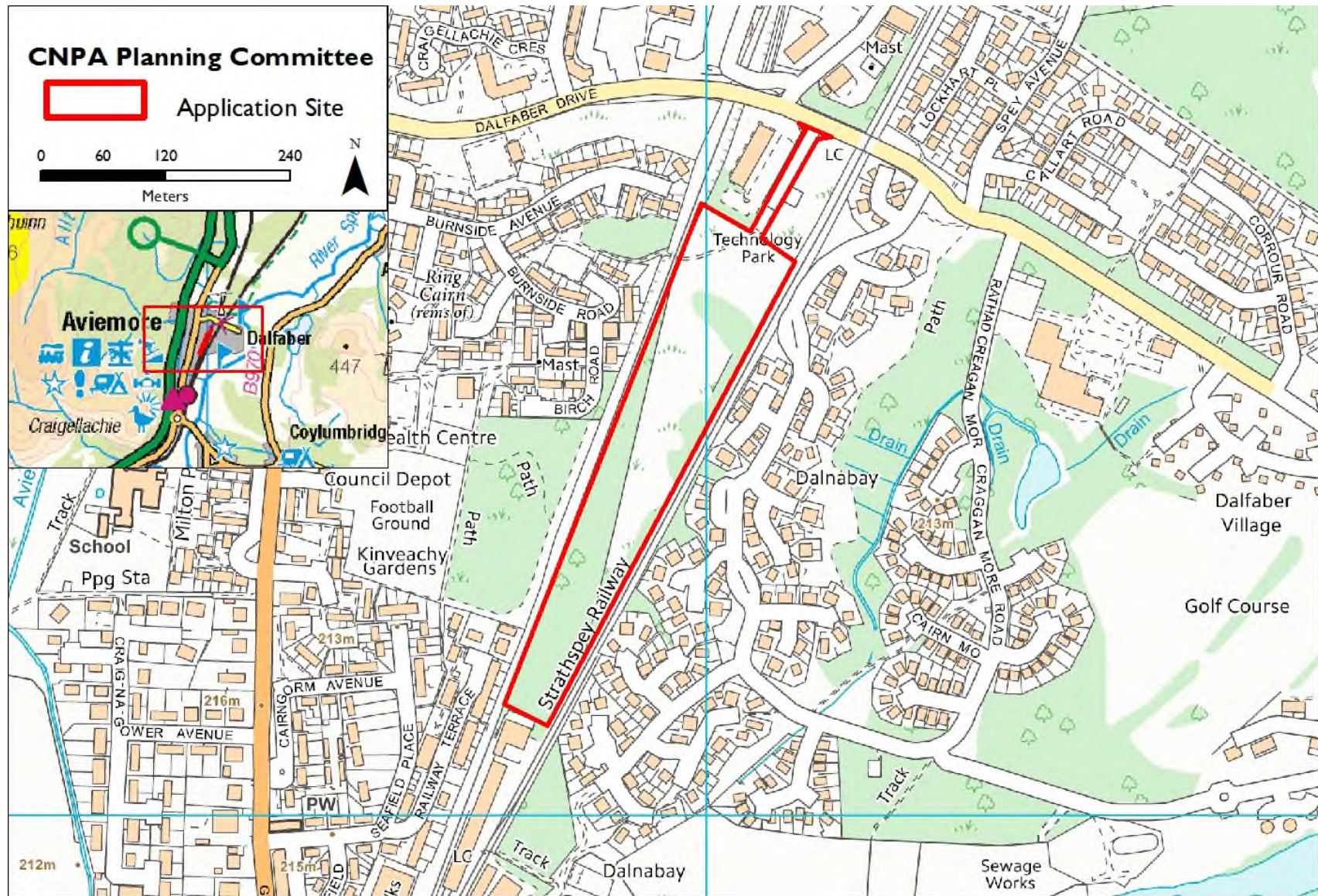
REFERENCE: 2018/03111/DET

APPLICANT: NHS Highland

DATE CALLED-IN: 10 August 2018

RECOMMENDATION: Approve Subject to Conditions

CASE OFFICER: Planning Officer - Emma Wilson



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SITE DESCRIPTION, PROPOSAL AND HISTORY

Site Description

1. The site covers an area of approximately 3.94 hectares and it situated on the south side of Dalfaber Drive. The rectangular shaped / tapered site lies between the Network Rail main railway line to the west and the Strathspey Steam Railway line to the east. It is accessed via the entrance to the Cairngorm Technology Park off Dalfaber Drive to the north. There is rough grassland to the south with railway buildings / sheds beyond. To the east beyond the steam railway line there is low rise housing and to the west beyond the main railway line there is housing along the north part with the new Aviemore Primary School, community centre, library hub building and sport pitches to the south west.
2. The site is gently undulating with the topography rising from a hollow at the north end over a level change of approximately 2.5 metres with the remainder of the site being relatively level. The site is currently a mix of rough grassland and dispersed woodland and has been partially fenced off to graze horses.

Proposal

3. The drawings and documents associated with this application are listed below and are available on the Cairngorms National Park Authority website unless noted otherwise:
<http://www.eplanningcnpa.co.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=PDHUYRSI0BY00>

Title	Drawing Number	Date on Plan*	Date Received
Site Plan - Site Plan As Proposed	293-P-003A	01/05/18	
Site Plan - Site Plan - Proposed superimposed on Existing	293-P-004A	01/05/18	
Location Plan - Location Plan	293-P-001	01/05/18	
Plan - Ground Floor	2283-(P)_102-A	18/05/15	
Plan - Proposed Site Sections (1)	293-P-121A	01/05/18	
Plan - Proposed Site Sections (2)	293-P-122A	01/05/18	
Plan - Services Enclosures	293-P-131	01/05/18	
Plan - Proposed External Lighting and CCTV Layout	AHC-RYB-XX-XX-DR-E-9501 Revision 03	01/05/18	
Plan - External Roads and Car Park Lighting Levels	AHC-RYB-XX-XX-DR-E-9502 Revision 02	01/05/18	
Plan - External Utilities Supply	AHC-RYB-XX-XX-DR-ME-9001 Revision 04	01/05/18	

Plan - First Floor	2280-(P)_103-A	18/05/18	
Plan - Proposed Roof Plan	293-P-103A	01/05/18	
Plan - Proposed Elevations : North and East	293-P-111A	01/05/18	
Plan - Proposed Elevations : South and West	293-P-112A	01/05/18	
Plan - Indicative Site Set-up	01 Revision 3	18/05/18	
Plan - BS5837 Tree Survey	Sheet 1 of 2	29/07/16	
Plan - BS5837 Tree Survey	Sheet 2 of 2	29/07/16	
Plan - Preliminary Drainage Layout	AHC-WAT-XX-XX-DR-C-92900 Revision P03	24/04/18	
Plan - Landscape Tree Protection	ED12422-AHC_WAR_X X_XX_DR_L_001 Revision 02	11/05/18	
Plan - Landscape General Arrangement (1 of 2)	ED12422-AHC_WAR_X X_XX_DR_L_100 Revision 05	11/05/18	
Plan - Landscape General Arrangement (2 of 2)	ED12422-AHC_WAR_X X_XX_DR_L_101 Revision 02	11/05/18	
Plan - Visualisation : Proposed view into therapy garden	293-P-202A	01/05/18	
Plan - Visualisation : Proposed view to main entrance	293-P-201A	01/05/18	
Plan - Visualisation : Proposed view into inpatient garden	293-P-203A	01/05/18	

*Where no specific day of month has been provided on the plan, the system defaults to the 1st of the month.

4. The application is for a community hospital which will include a GP practice, public dental service, an urgent care centre, outpatients department, inpatients ward, community health and care department, a mortuary, shared support areas with associated parking and infrastructure.

5. The proposed development takes cognisance of the constraints of the site – access, railway lines, topography, ecology, etc. The building is of a contemporary design and will be made up of three forms connected by a central, flat roofed element. The two forms located to the east side of the site will be single storey, to reflect the scale of the adjacent dwellings. These elements will be of timber framed construction and clad in timber. These will also have green roofs. A courtyard therapy garden for patients will divide these two elements. The third form to the west side of the site will extend to two storeys and will be a steel framed construction, clad in a metal cladding system with the roof areas finished in a metal sheeting product.
6. The internal arrangement reflects the functions of the various medical services the facility provides. GP, dental and out-patients services will be located at the north ‘front’ of the hospital adjacent to the main access. The Urgent Care centre, ambulance services and the mortuary will be located to the rear to the south west of the building. The in-patient wards will be located to the rear at the south east taking advantage of the more secluded corner of the site. Existing trees provide screening from the adjacent housing. The in-patients’ garden will also be located along this eastern edge.
7. Vehicular access will be via the existing one from Dalfaber Drive into the Cairngorm Technology Park. The main car park will be located to the north east part of the site where there will be 103 car parking spaces which will include 6 disabled spaces. A circular, one-way access road will run round the perimeter of the carpark. There will be a two way access road running to the west of the proposed building serving ambulance parking and drop-off area, a service yard and delivery vehicle turning area. This route will also provide access to 22 staff car parking spaces, and a layby designated for screening vehicles will provide an additional 3 staff car parking spaces when not in use by these vehicles. Electric vehicle charging points will be provided and there will be potential for these to be increased in the future if demand increase.
8. Cycle parking will be located to the north west of the building in the form of covered cycle stands with two spaces dedicated for e-bikes with charging points.
9. Plans and visualisations of the proposals are included within **Appendix I**.
10. A number of supporting documents have been submitted with the applications including:
 - a) Design and Access
 - b) Landscape Design and Access Statement
 - c) Transport Assessment
 - d) Flood Risk and Drainage Assessment Report
 - e) Sustainable Statement
 - f) Ecology Survey Report
 - g) Phase I Habitat Survey and Protected Species Survey Report
 - h) Tree Survey Report
 - i) Tree Constraint Data
 - j) Waste Management Strategy
 - k) Archaeological Evaluation Data Structure Report
 - l) Archaeological Evaluation Written Scheme of Investigation
 - m) Public Consultation Event Document
 - n) Construction Method Statement

History

11. There is no recent planning history for this site. This is a major application as defined in The Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009 and was subject to the formal pre-application procedures involving engagement with relevant statutory consultees, key stakeholders and the public advising them of the proposed development and any planning implications the forthcoming proposals may introduce.

DEVELOPMENT PLAN CONTEXT

Policies

National Policy	Scottish Planning Policy 2014	
Strategic Policy	Cairngorms National Park Partnership Plan 2017 - 2022	
Local Plan Policy	Cairngorms National Park Local Development Plan (2015) Those policies relevant to the assessment of this application are marked with a cross	
POLICY 1	NEW HOUSING DEVELOPMENT	
POLICY 2	SUPPORTING ECONOMIC GROWTH	X
POLICY 3	SUSTAINABLE DESIGN	X
POLICY 4	NATURAL HERITAGE	X
POLICY 5	LANDSCAPE	X
POLICY 6	THE SITING AND DESIGN OF DIGITAL COMMUNICATIONS EQUIPMENT	
POLICY 7	RENEWABLE ENERGY	
POLICY 8	SPORT AND RECREATION	
POLICY 9	CULTURAL HERITAGE	
POLICY 10	RESOURCES	X
POLICY 11	DEVELOPER CONTRIBUTIONS	X

12. All new development proposals require to be assessed in relation to policies contained in the adopted Local Development Plan. The full wording of policies can be found at: <http://cairngorms.co.uk/uploads/documents/Park%20Authority/Planning/LDPI5.pdf>

Planning Guidance

13. Supplementary guidance also forms part of the Local Development Plan and provides more details about how to comply with the policies. Guidance that is relevant to this application is marked with a cross.

Policy 1	New Housing Development Non-Statutory Guidance	
Policy 2	Supporting Economic Growth Non-Statutory Guidance	X
Policy 3	Sustainable Design Non-Statutory Guidance	X
Policy 4	Natural Heritage Supplementary Guidance	X
Policy 5	Landscape Non-Statutory Guidance	X

Policy 7	Renewable Energy Supplementary Guidance	
Policy 8	Sport and Recreation Non-Statutory Guidance	
Policy 9	Cultural Heritage Non-Statutory Guidance	
Policy 10	Resources Non-Statutory Guidance	X
Policy 11	Developer Contributions Supplementary Guidance	X

CONSULTATIONS

Summary of the Main Issues Raised by Consultees

14. **Network Rail** has no objections to the principle of the development however recommend conditions in relation to the provision of suitable trespass fencing, a drainage scheme and the siting of SUDs, appropriate landscaping and a noise impact assessment. They also recommend advisory notes regarding the Underpass and construction works being close to the railway.

15. **SEPA** has no objections to the proposals as it has a low risk of flooding. A hospital is a 'civil infrastructure' and should be located outwith the 1 in 1000 year flood extent. The submitted information demonstrates that this is the case and the site is at low risk from fluvial flood risk grounds. Parts of the site have been identified as being at risk from surface water flooding. This can be addressed through good site design and appropriate drainage measures and the submitted FRA proposes such measures. A construction site licence is required from SEPA for the management of surface water run-off from a construction site. The applicants should liaise with SEPA regarding this. Reference should be made to the current CIRIA Manual regarding SUDS and consultation with Scottish Water in regards to connection to the public water drainage. They support the intention to explore the use of Low and Zero Carbon Technologies.

16. **SNH** do not offer any formal comments as the proposal does not meet their criteria for consultation.

17. **Highland Council Flood Risk Team** has no objections to the proposed development. They are satisfied that any pluvial flood risk can be managed through a robust surface water management system They recommend a condition to ensure that all Finished Floor Levels will be 150mm above surrounding ground levels to protect against any residual flooding. They also request a condition that the final drainage design is submitted for review and will include percolation tests which will inform the final design and micro-drainage calculations to ensure the network will cope with the 200 year storm event.

18. **Highland Council Forestry Officer** states that the submitted information has been provided from a variety of sources and it is unfortunate that the tree protection plan was produced by a landscape architect and not an arboriculturalist. The proposals will remove a large proportion of trees on the site, however, there are inconsistencies in the drawings in relation to tree retention and protection. The drawings make reference to trees being retained where possible. This is not acceptable and the applicants need to clarify tree retention proposals and demonstrate that the

development should not adversely impact on trees to be retained. The tree planting proposals should incorporate greater diversity of species. They query whether further replacement tree planting can be undertaken in the 'Ecology Receptor Site'. Further clarification is sought on the proposals for the area to the south of the site – one plan shows proposals for tree protection and another for new tree planting. Following the submission of further information, the Forestry Officer confirms that their position has not changed and advise that a revised Tree Protection Plan to BS:5837(2012) be submitted.

19. **Highland Landscape Officer** has no detailed comments however, has concerns about the layout of the public path through the site between the hospital wing with ground floor bedrooms and the steam railway line. This space is narrow and the inter-visibility between rooms and the path seems potentially high. They also have reservations about the 'novelty' of the experience of occupying the therapeutic gardens and quiet seating so close to the railway line.
20. **Highland Council Contaminated Land Officer** has no comment as there are no issues in terms of contaminated land on this site.
21. **Highland Council Archaeology Service** has confirmed that an archaeological evaluation has already been completed for this site and that no significant remains were identified. No additional mitigation is required and there are no outstanding sensitive historic environment issues with regard to this proposal.
22. **Highland Council Transport Planning** initially objected to the proposals on the grounds of insufficient information. They require clarification and further detail on:
 - a) Trip impacts and the revision of the TA to reflect this. If these revisions identified unacceptable levels of trip impacts the TA should clarify how those unacceptable impacts will be mitigated;
 - b) The ownership and intended way forward for the proposed vehicular access to the site from Dalfaber Drive and recommended conditions to ensure appropriate visibility splays;
 - c) Whether the current road layout at the private junction with Dalfaber Drive would require large vehicles to overhang the eastbound side of Dalfaber Drive when turning left out of the private junction, and if so what mitigation is being proposed to avoid a new road safety problem;
 - d) Revised proposals where enhanced pedestrian routes are provided along the existing private road into the Technology Park;
 - e) Revised details for the proposed crossing points within the site, otherwise a suitable worded condition attached to any consent requiring the form of these to be submitted for subsequent approval prior to any works commencing on site and implemented prior to the facility opening;
 - f) The pedestrian link through the patient / visitor parking area will be raised to assist pedestrians. This route and the ramps onto it should be positioned so that cars turning into the parking aisle from the one way route heading north out of that area can pull fully into the parking aisle before reaching the pedestrian crossing point;
 - g) Managing vehicle speeds on routes within the site;
 - h) Cycle routes and proposals for directing cyclists once they enter the site;

- i) Management of the bus stops and drop-off zones during the operation of the facility as inappropriate drop-offs could disrupt the ability of bus drivers to access the bus stops;
 - j) Justification on the adequacy of the proposed vehicular parking provision within the site, including details on the intended operating arrangements between staff and visitors / patients;
 - k) Justification on the adequacy of the proposed disabled parking provision;
 - l) The intended number of cycle parking spaces proposed and justification for its adequacy. Also the intended form of cycle parking being proposed, otherwise a suitable worded condition addressing this issue;
 - m) The commitment of the NHS Highland to invest in improving the existing underpass and the connections for walkers and cyclists;
 - n) Widening the footpath on the south side of Dalfaber Drive for the benefit of staff and visitors walking to the facility along this route;
 - o) A financial contribution is sought from NHS Highland towards the delivery of a barrier system on this level crossing;
 - p) A condition requiring the arrangements for running scheduled bus services and community bus services into the development are established and agreed with Operators and the Highland Council Public Transport Team prior to this facility opening; and
 - q) The intentions for providing adequate facilities to permit safe refuse collection from adjacent Spey House site before any decision is taken on the application.
23. Following the submission of additional information Transport support the application subject to the satisfactory resolution of their requests and the recommended conditions:
- a) The requirement for this development to either deliver the suggested junction improvements making use of those existing related developer contributions and appropriate funding sources that can be secured, or provide a financial contribution towards delivery of a scheme to benefit vehicular and active travel trips to and from this development identified in the Active Aviemore Study. It is noted discussions are on-going, and Transport are happy to assist in reaching an appropriate solution. If a solution cannot be reached they would maintain their objection; and
 - b) Information to support that there will be a suitable right of access to the hospital site both before and after any adoption of the existing spine road serving the Technology Park prior to the facility being permitted to open.
24. Should the issues within the following conditions not be addressed by the consented Spey House application (2018/0027/DET), then the following conditions are recommended:
- a) The achievement and onward maintenance of clear visibility splays from the private road with Dalfaber Drive; and
 - b) A traffic sign and road marking traffic management scheme to be provided on the western approach along Dalfaber Drive designed to make drivers approaching from the west more aware of the junction and to reduce speed accordingly.

25. The following conditions are also recommended:
- a) All dropped kerb crossings along the spine road from the junction with Dalfaber Drive to the proposed hospital site to incorporate suitably design tactile paving features;
 - b) Direction signage proposals for the new facility;
 - c) Further details of the crossing points where the shared cycle and footway from the underpass beneath the railway line crosses the vehicular route for staff parking, servicing and the ambulance facilities and where the foot way from the Technology Park off Dalfaber Drive crosses the one-way route for visitors and patients driving into the facility;
 - d) The position of ramps up to the raised footway through the patient and visitor parking area, should start from the give-way at the end of each parking aisle to avoid cars overhanging the one way route whilst allowing a pedestrian to cross;
 - e) Information on proposals for managing vehicle speeds on the routes within the site and proposals for directing cyclists;
 - f) Proposed arrangements for managing the bus stop and drop-off zone during the operation of the facility;
 - g) The owner / operator of the facility to identify a Travel Plan Coordinator and develop a Travel Plan that addresses a number of specific requirements;
 - h) Any changes to the form and location of any car parking within the site will submitted to and approved prior to being implemented;
 - i) The number and form of cycle parking;
 - j) A commitment to provide funding towards the delivery of measures to enhance the underpass and make it a safe and attractive route for pedestrians and cyclists to use;
 - k) Widen the footway on the southern side of Dalfaber Drive between the signalised pedestrian crossing west of the railway bridge and the access into the Technology Park; and
 - l) Council refuse collection vehicles will be able to use the turning facility within the hospital site so as not to disrupt refuse collection from the adjacent Spey House development.
26. Further information was submitted regarding the manoeuvrability of large vehicles and the potential for these vehicles to cross the centre line of Dalfaber Drive. The possible revision option would require land from the adjacent Spey House site. It is recommended that the Applicant is asked to secure confirmation from the owner of the Spey House site that if such land is required, that landowner will be willing to release it. If that can be secured, the current objection on this matter would be removed as the information provided suggests that there would be deliverable solutions available if the practical tests identified that such improvements were needed. However, a suitably worded Condition requiring the practical tests and any resulting improvements needing to be approved and delivered prior to any works commencing to construct the hospital should be included in any permission issued. The pre-commencement requirement of this is to reflect that the large vehicles needing access for the construction of the new hospital would also benefit from any required changes to the junction access.

27. It is noted that no financial contribution will be sought towards enhancing local bus services serving this site. This is based on the operators of the site working with Community Transport providers to enhance connections and continuing to promote non-car connectivity to the site. It is also worth noting that HC Public Transport Team has also said that Highland Council could not support future requests for bus service changes to serve this site that had unacceptable financial implications to The Council.
28. Any permission granted should also include a suitably worded Informative clarifying that no works should be undertaken on the adopted public road until a Road Opening Permit has been submitted to and approved by Highland Council as the Local Roads Authority.
29. **Highland Council Waste Management Officer** – no response.
30. **CNPA Outdoor Access Officer** states that there are two established desire line paths at the east and west margins of the site. The paths are used for recreation and possible short cutting between residential areas and local amenities. They note the inclusion of a public footpath linking the proposed car park and the existing open wooded area to the rear of the proposed hospital. They advise this should remain accessible to the public and compatible with future operational requirements of the hospital. No detailed specification has been received regarding the retained pathway linking entry to the site with the Aviemore path network via the existing railway underpass – this should be submitted.
31. **CNPA Ecology Adviser** and **CNPA Landscape Adviser** have provided a combined consultation response. They state that the advice provided at pre-application stage has been taken on board, in particular with regard to reptile translocation work and Habitat Compensation Area. There are no major issues in terms of ecology and landscape. Overall the design is good and clearly aims to enhance the local landscape character whilst facilitating the new building and function and use of the site. The proposals go a long way to compensate for loss of habitat and retain/re-create some of the key ecological features. Further detail is still required in relation to:
 - a) Clarification on the retention of trees on the site;
 - b) SUDs;
 - c) Landscape planting – seed mixes, shrub planting and choice of specimen trees;
 - d) Further details on the Habitat Compensation Area is required to ensure it is properly managed and maintained to benefit key species and sufficiently monitored to measure its success; and
 - e) Foul drainage and location of protection areas and construction compounds.

32. Following the submission of further information, the CNPA advisers have commented in response to the above issues:
- a) It has been agreed that if tree removals are necessary during construction, CNPA will be kept updated to allow management of this. It is assumed trees identified on the Tree Protection Plan will be retained. A condition is required stating that the CNPA must be consulted prior to any additional tree felling and additional replacement tree planting will be required for any additional tree removal, the type and location to be agreed with CNPA. A final landscape plan is required addressing modifications to tree planting mix and SUDS and showing all retained trees as detailed on the TPP so there is consistency between the plans.
 - b) The principle of the SUDs design is accepted, however a condition requiring further details will be required to clarify its design and demonstrate it meets amenity and biodiversity benefit (as required by the CIRIA SUDs manual).
 - c) Seed ratios have been appropriately modified, increasing the value of the grassland for local invertebrate species. An advisory note must be applied to any decision notice for approval that “planting should be enhanced to include a wider range of species, including perennials that provide amenity and biodiversity value, particularly brighter colours for the benefit of partially sighted patients and visitors.
 - d) The Habitat Compensation Area will be part of the reptile Species Protection Plan and a condition will be required to ensure this. A condition will also be required that states the HCA will be managed in accordance with the Landscape and Habitat Management Plan and all monitoring will be carried out in accordance with this report.
 - e) A Drainage Plan has been submitted providing further information in relation to this.
33. **Aviemore and Vicinity Community Council** fully support the application.

REPRESENTATIONS

34. There has been one letter of representation received from the Strathspey Railway Company who support the application, however they raise concern regarding potential noise nuisance from the Steam Railway. They are pleased to note that the Network Rail rules applicable to adjacent construction work will apply to the SRC and request this is a condition on any consent granted. They also point out that any services taken below SRC’s tracks will need formal way leave agreement with SRC. Following the submission of additional information, they maintain their support, however point out their concerns regarding noise nuisance remain as the acoustic survey undertaken was not adjacent to the Ward building. It is proposed to site a sewer below their track and although this appears feasible no technical or commercial agreement is in place. A copy of this letter is attached in **Appendix 2**.

APPRAISAL

Principle

35. **Policy 2:** Supporting Economic Growth of the Cairngorms National Park Development Plan 2015 states that proposals which support or extend the economy or enhance the range and quality of economic opportunities or facilities will be considered favourably where it is compatible/complementary with the existing business activity in the area and it supports the vitality and viability of the local economy and broader economy of the National Park. This application proposes the siting of a community hospital and social care facility which will serve Aviemore and the wider Badenoch and Strathspey area. It is located on a site allocated for Economic Development within the adopted Local Plan – site ED2, identified for the future expansion of the existing Technology Park. This is in addition to site ED1 which has been identified to allow for the possible future expansion of the Dalfaber Industrial Estate should it reach capacity. The site has lain vacant for many years and there is no demonstrable demand for it to be developed for an identified economic use. The introduction of the community use and the proposed hospital is considered to be acceptable. It will both preserve and offer employment opportunities within the area which in turn will support the local economy. The principle of the proposed development is considered to be acceptable subject to compliance with other local plan policies on the issues discussed below.

Environmental Impacts

36. **Policy 4:** Natural Heritage of the Cairngorms National Park Local Development Plan 2015 seeks to restrict development that would have an adverse impact on protected species and where this cannot be avoided that appropriate mitigation measures are provided.
37. The site is an undeveloped piece of land which potentially hosts a variety of habitats. The applicants engaged in early discussion with officers from the CNPA regarding the potential significant impacts on the site's natural heritage. It was identified that the proposals would likely reduce the area of heathland and acid grassland habitat on the site. It would also result in the loss of a number of trees. Minimising habitat loss and disturbance, as well as managing the remainder of the site to retain its ecological value for the associated species was recognised as a crucial part of the proposals as they came forward. Key species identified for consideration were reptiles (common lizard) and a range of solitary mining bees.
38. The advice given at the pre-application stage has been taken on board and is welcomed. A Habitat Compensation Area has been identified to the south of the site. Work on this commenced in August 2018 with the creation of habitats and reptile, bee and wood ant translocation. The translocation of the bees and wood ant is to be monitored and the applicants have indicated a commitment to this. A draft Reptile Species Protection Plan has been produced, however this requires to be finalised detailing the management of the receptor area and a commitment to monitoring reptiles post – completion of the development. This is also to include a specific plan clearly showing the location of the Habitat Compensation Area. A further 5 days of

translocation of reptiles is required in March/April 2019 ahead of construction work. The applicants have indicated their willingness to undertake these measures and a condition is recommended to address this.

39. In terms of the impact on the grassland, this has been addressed through proposals to plant acid grassland across a substantial proportion of the area to be landscaped. To be of most value to the local invertebrate species the applicants have agreed to a more appropriate grass seed mix incorporating a smaller proportion of the less vital species. This will be applied to both the landscaped areas and to the green roofs.
40. There will be a substantial loss of trees within the area that is to be developed. There is some inconsistency between the two tree surveys that have been undertaken, and as such it is not clear how many trees are to be removed. The Council Forestry Officer has raised concern regarding this issue and the applicants have been in discussion to address these concerns. It is proposed to plant 54 trees within the development area and a further 400 trees within the Habitat Compensation Area. This will include a mix of species including those currently on site and the introduction of additional species to increase diversity. This level of tree planting is considered to be sufficient over the long term to compensate for loss of trees in terms of number and the provision of wildlife corridors through and around the site. There is also natural regeneration occurring on the Habitat Compensation Area following previous felling work. It has been agreed that should there be additional tree removals required during the construction phase, CNPA will be advised. As such, a condition is recommended which requires consultation with CNPA prior to any additional tree felling and additional replacement tree planting will be required to compensate for this removal. The species and location of the replacement trees are to be approved also.
41. The proposed development will have an environmental impact on this undeveloped site, however, the measures both proposed and those that have been undertaken (e.g. creation of Habitat Compensation Area and species translocation work) will ensure these impacts are appropriately mitigated against or compensated for. Subject to appropriate conditions in relation to those matters the application is considered to be in compliance with Policy 4: Natural Heritage of the Cairngorms National Park Local Development Plan 2015.

Landscape and Siting Issues

42. **Policy 5:** Landscape of the Cairngorms National Park Local Development Plan 2015 presumes against development that does not conserve and enhance the landscape character and special qualities of the National Park and in particular the setting of the proposed development.
43. The siting and layout of the proposed development has been informed by the constraints of the site – its topography, access, adjacent railway lines and ecological value. The building has been sited south of the site's level change to avoid substantial excavation works minimising on site disruption and avoiding issues of accessibility. It is intended to preserve as many of the existing trees as possible and thus protect the existing landscape which is predominantly grassland with pioneer tree species and which provides both habitat and recreational space. The entrance is centrally located with a strong visual link to the main access from Dalfaber Drive. Public and private

access is separated with ambulance and service vehicle access to the more open side of the site to the west. A more private, sensitive approach has been adopted for the east side of the site. This faces onto the adjacent residential properties which lie along this boundary and this is where the inpatient accommodation and therapy garden will be located.

44. The south of the site is to remain undeveloped and will remain as amenity ground. This is welcomed given the current use of the site as recreational space which is clearly well used and appreciated by the local community. Access to this will be retained along the east and west boundaries.
45. Comprehensive pre-application advice was given and further advice provided during the application process. The applicants have taken on board this advice and addressed concerns amongst other things relating to shrub planting, tree protection, tree planting and species selection, fencing details and the SUDs.
46. In view of the forgoing it is considered that the proposals comply with Policy 5: Landscape of the Cairngorms National Park Local Development Plan 2015.

Scale, Mass and Design Issues

47. **Policy 3:** Sustainable Design of the Cairngorms National Park Local Development Plan 2015 requires design statements to accompany all development proposals to demonstrate the proposals have been designed to be sympathetic to the traditional pattern and character of the surrounding area, local vernacular and local distinctiveness whilst encouraging innovation in design and use of materials. Development should seek to use materials and landscaping that will complement the setting of the development.
48. The site's characteristics have informed the scale and massing of the building. The west of the site is more open and exposed following recent tree felling and overlooks the main railway line and the adjacent primary school and community centre. The east of the site is more intimate and enclosed with existing tree cover and the low rise residential properties lying beyond the less frequently used Steam Railway line.
49. The introduction of the three forms breaks up the massing and provides opportunities for external space to enhance both amenity and visual focus to certain elements of the building, for example to the main entrance. The element running along the eastern boundary is single storey and split into two sections with the therapy garden lying between. This reduces its perceived length and its low scale respects the more intimate context of the east side of the site. The west side accommodates the two storey element. The context here is considered appropriate for this type of built form which will be clearly visible, signifying the building's presence, in particular from the approach on Dalfaber Drive. The central flat roofed space will form the main entrance and reception area. The lower scale of this element, flanked by the two forms lying to the east and west will instinctively draw visitors to this entrance way.
50. External finishes are also informed by the distinct characteristics of the site and the scale of the different elements. The east side will have a softer finish, constructed in timber with and predominantly finished in timber cladding – natural larch which will

weather over time to form a light grey colour. A green roof will cover the roof to this element (out-patients accommodation) which is located to the front of the site, providing biodiversity benefits as well as complementing the wooded more quiet side of the site. The roof areas to the element to the south east (in-patients accommodation) will be clad metal sheeting as this is not clearly visible from the public approach.

51. The element to the west will be constructed in steel and clad in metal sheeting with metal sheeting to the roof area to match the adjacent block. This approach reflects the busier, more exposed side of the site. The central form will introduce yet another external finish of cementitious board which has less visual impact but appropriate for the space's main function.
52. The whole development will be unified in the detailing employed with matching windows, eaves, flashings and rainwater goods.
53. The proposal will introduce a form of development which takes cognisance of its setting and the distinct characteristics of the site in accordance with Policy 3: Sustainable Design of the Cairngorms National Park Local Development Plan 2015.

Access, Parking and Sustainable Travel Issues

54. **Policy 3:** Sustainable Design of the Cairngorms National Park Local Development Plan 2015 requires new development to include an appropriate means of access, egress and space for off street parking. It also seeks to promote sustainable transport methods making provision for the storage of bicycles and reducing the overall need to travel.
55. Highland Council Transport Planning initially raised a number of concerns regarding the proposed development and sought clarification on a number of issues. Following further discussion on these issues, the applicants undertook further survey work and assessment. There remains concern regarding the impact of the development on the Dalfaber Drive/Grampian Road. It has been predicted that other development projects in the area will generate additional use of this junction and financial contributions have been sought from these to contribute to the scheme identified within the Active Aviemore Study. Given the proposed development will also generate trips through this junction a financial contribution is being sought to also contribute to improving this junction.
56. The visibility splays employed at the junction of the Technology Park and Dalfaber Drive are inappropriate and provide substandard visibility. A previous consent granted for the redevelopment of Spey House, which also utilises this junction, has now addressed this issue and measures have been implemented to ensure the visibility splays here are to an acceptable standard. There was also concern raised regarding this junction and large vehicles being able to manoeuvre out of it without overhanging the eastbound carriageway on Dalfaber Drive. A revised layout has been issued by the applicants and this has been discussed with Transport and it has been agreed that a test can be carried out on site to demonstrate the actual impact. It can then be established whether this can be achieved with lining adjustments or whether works to the junction are required.

57. It is recognised that pedestrian and cycle connectivity is fundamental and that suitable provision must be made for this form of travel. Measures will be implemented to encourage visitors to travel by foot or by bike and that these options are safe. The applicants have agreement from the owner of the adjacent Spey House development to install tactile paving to dropped kerbs where the existing pavement crosses the access to Spey House. It is understood that an application for adoption of this road is in progress and therefore it is expected that the Council will permit the necessary alterations should this not be carried out before completion of the adoption process.
58. The proposed 128 parking spaces is considered to be appropriate for the likely parking demands, however Transport recommend that should the application be supported this should include a condition requiring the submission of a Travel Plan. Part of this recommendation included the provision of financial bond equivalent to the cost of implementing new parking restrictions on public roads in the vicinity of the new facility. This would be utilised if it was demonstrated that the new hospital introduced undesirable parking impacts on local roads. The applicants have agreed to this payment however this will be included within the financial contributions being sought through an appropriate legal agreement attached to any consent granted.
59. Transport welcomed the provision of disabled parking for both staff and visitors, however, there are no specific parking standards with regard to disabled parking for hospitals. It is recognised that the standard should be higher at a hospital facility than for other business and recreational uses. As such monitoring of disabled parking provision is recommended through the travel plan and a condition that would require any changes to the form and location of parking be approved prior to implementation.
60. Cycle parking will be over the minimum requirement of 16 spaces, and will be assessed upon the BREAAAM Assessment recommendations for hospitals. Transport is not satisfied with this and request that the applicants provide a final quantity of cycle parking provision. A suitably worded condition can address this.
61. No information has been provided regarding appropriate directional signage to the new hospital facility. Transport has requested that a condition be attached to any consent requiring details of direction signage for vehicles, pedestrians and cyclists. Details of internal signage, including speed limits, directional signs for visitors, etc. will also be required through the imposition of a condition.
62. Pedestrian accessibility to the site has been further promoted by assuming the existing underpass beneath the main line railway to the west of the site can be used. This is not within the ownership of the applicants and therefore they cannot commit to undertake improvement works to it. Network Rail has also indicated that there is currently no public right of access in place through the underpass. Despite the informal use of the underpass at present, it cannot be guaranteed that this can continue and form part of the pedestrian connectivity to the site. The applicants recognise the importance of retaining this route to the site via the underpass and have engaged in discussions with officers from the Active Aviemore Scheme and Sustrans to scope out the works necessary to upgrade the route. They have also confirmed their commitment to a financial contribution towards delivering those works identified from the scoping exercise.

63. An opportunity has also been identified to improve access to the site by widening the footway along the south side of Dalfaber Drive given that access via the underpass may not be guaranteed. Funding is sought for this also and as before, an appropriate legal agreement can secure payment of this.
64. The nature and scale of the proposed development has raised a number of issues in term of road and pedestrian safety. The applicants have endeavoured to address these, however, several issues have still not been fully resolved at this stage. It is considered that subject to the imposition of appropriately worded conditions, the proposed development is acceptable and complies with the Policy 3; Sustainable Design.

General Servicing Issues

65. **Policy 3: Sustainable Design and Policy 10: Resources** of the Cairngorms National Park Local Development Plan 2015 set out the need for new development to be satisfactorily serviced and without harm to resources or the environment.
66. A Waste Management Strategy was submitted outlining the approach to be adopted. This confirmed that the new hospital would be responsible for ensuring correct segregation, collection, storage and disposal of all waste in compliance with current legislation and policy standards. Collections will take place 5 times per week from the waste compound within the service area to the rear of the building. An appropriate turning circle provides manoeuvrability for all service vehicles. The Council's Waste Management Officer offered no comments on the basis of this information.
67. There have been no issues raised in relation to the potential flood risk to the site. Neither SEPA nor the Council's Flood Team has raised any objections. It is recommended that conditions covering finished floor levels and the approval of the final drainage design are imposed should the application be supported. A Drainage Plan has been submitted which shows the location of the SUDs features, however, no details of the SUDs infrastructure has been incorporated into the landscape plan to show how the SUDs integrates with the wider landscaping proposals. The principle of the SUDs is considered to be acceptable, however the details of this are required to provide an understanding of it and how it will meet amenity and biodiversity benefit.
68. It is considered that the proposals will comply with Policy 3: Sustainable Design and Policy 10: Resources, of the Cairngorms National Park Local Development Plan 2015.

Other Issues Raised in Consultations and Representations

69. There was only one letter of representation received from the Strathspey Railway Company. They raised the issue of potential noise nuisance from the railway. A noise assessment was undertaken and an Acoustic Planning Report produced. This identified the operational noise sources from the new hospital, e.g. fixed mechanical plant, car parking and emergency vehicles. The applicants consulted the Council's Environmental Health Officer who raised no objections but recommended that plant noise should meet approved standards. Noise impacts from car parking are considered to be negligible and it is proposed to restrict emergency vehicle sirens to outwith the

boundary of the hospital – this will have to be agreed with the ambulance service. No issue was raised in connection to the adjacent railway lines. Noise limits have been established which have informed the detailed design of the building. The Council's Environmental Officer offered no comments on this application. As such it is unlikely that there will be any significant noise impact in terms of the hospital's location adjacent to these railway lines.

70. All other matters raised by consultees and contributors have been fully addressed in this report.

CONCLUSION

71. The proposed development will provide a new, modern health care facility offering much needed up-to-date standards in all areas of community health care. It will both retain and present employment opportunities in the area to the benefit of the local economy. The building is designed to sit comfortably within its context incorporating external finishes to complement its surroundings. Subject to appropriately worded conditions any environmental and landscape impacts will be suitably mitigated against and in the longer term kept to a minimum. Road and pedestrian safety implications will be addressed through the imposition of suitable conditions, ensuring it is accessible for all users of such a facility. The proposals are considered to comply with all other relevant policies of the Cairngorms National Park Local Development Plan 2015 and in turn the collective aims of the National Park. Approval is recommended subject to appropriate planning conditions.

RECOMMENDATION

That Members of the Committee support a recommendation for the Erection of a Community Hospital at Land 215M South Of Spey House, Cairngorm Technology Park, Dalfaber Drive, Aviemore, subject to the following conditions:

- 1) Conclusion of a legal agreement for a financial contribution, or transfer of funds, to deliver road and pedestrian infrastructure improvements to access the site.**
- 2) The following conditions:**

Those conditions listed below in bold text are suspensive conditions, which require to be discharged prior to implementation of the development.

CONDITIONS

Ecology Conditions

1. The Habitat Compensation Area will be managed in accordance with the Landscape and Habitat Management Plan (Nevis Environmental October 2018) and all monitoring work for reptiles, invertebrates and habitats will be carried out in accordance with the measures as detailed in this report. All monitoring reports shall be submitted the CNPA.

Reason: To ensure the development does not have a detrimental impact on reptiles and invertebrates in accordance with Policy 4: Natural Heritage of the Cairngorms National Park Local Development Plan 2015.

2. **No development shall commence on site until a finalised Reptile Species Protection Plan is submitted to and approved by the CNPA acting as Planning Authority. This shall include the following information:**
 - a) **Details of the location and extent of the Habitat Compensation Area;**
 - b) **Details for 5 further days of reptile translocation during the months of March/April 2019 prior to any construction works being undertaken.**

Thereafter reptile translocation and mitigation shall be carried out in accordance with the details approved in this Plan. A monitoring report on the translocation process shall be submitted to the CNPA.

Reason: To ensure the development does not have a detrimental impact on the reptile community in accordance with Policy 4: Natural Heritage of the Cairngorms National Park Local Development Plan 2015.

Landscape Conditions

3. **No development shall commence on site until a finalised Landscape Plan is submitted to and approved by the CNPA acting as Planning Authority prior to the commencement of any site works. This shall include the following information:**
 - a) **Additional detail of the SUDs demonstrating how it will integrate into the wider landscape (seeding and planting) of the site and how it will be managed;**
 - b) **Clarification on the trees to be retained - this should correspond with the information as detailed on the Tree Protection Plan;**
 - c) **Modifications to the tree planting mix as agreed with CNPA; and**
 - d) **The location of trees and shrubs which are to be planted adjacent to the railway boundary to be positioned at a minimum distance from the boundary which is greater than their predicted mature height. Certain broad leaved deciduous species shall not be planted adjacent to the railway boundary – Network Rail can provide planting recommendations.**

Reason: To ensure a full assessment of the ecological and landscape impacts of the proposed development in accordance with Policy 4: Natural Heritage and Policy 5: Landscape of the Cairngorms National Park Local Development Plan 2015 and to control the impact of leaf fall on the operational railway.

4. The CNPA shall be consulted prior to any additional tree felling and approval in writing obtained.

Reason: To ensure a proper assessment of the potential tree loss and the resultant ecological and landscape impacts in accordance with Policy 4: Natural Heritage and Policy 5: Landscape of the Cairngorms National Park Local Development Plan 2015.

Flooding Conditions

5. All finished floor levels will be 150mm above surrounding ground levels.

Reason: To ensure the development is free from any residual flooding in accordance with Policy 10: Resources of the Cairngorms National Park Local Development Plan 2015.

6. **No development shall commence on site until the final drainage design is submitted to and approved by the CNPA acting as Planning Authority. This shall include percolation tests which will inform the final design and micro-drainage calculations to ensure the network will cope with the 200 year return period plus climate change storm event.**

Reason: To ensure the development satisfactorily addresses the disposal of surface water and foul drainage in accordance Policy 10: Resources of the Cairngorms National Park Local Development Plan 2015.

Transport Conditions

7. **All dropped kerb crossings along the spine road from the junction with Dalfaber Drive to the site shall incorporate suitably designed tactile paving features the details of which will be submitted to and approved in writing by the CNPA acting as Planning Authority and in consultation with Highland Council Roads Authority prior to the commencement of the development hereby approved.**

Reason: In terms of road safety and to ensure that the development provides an appropriate means of access and egress for all users and supports active travel in accordance with Policy 3: Sustainable Design of the Cairngorms National Park Local Development Plan 2015.

8. Prior to the facility formally opening, details of direction signage for the facility for vehicles, pedestrians and cyclists shall be submitted to and approved in writing by the CNPA acting as Planning Authority and in consultation with Highland Council Roads Authority.

Reason: In the interests of road safety and to ensure that safe access is provided to the site and that the development is appropriately serviced in accordance with Policy 3: Sustainable Design of the Cairngorms National Park Local Development Plan 2015.

9. Prior to the facility formally opening, details of the proposed crossing points at:
- a) The shared cycle and footway from the underpass beneath the railway line crosses the vehicular route for staff parking, servicing and the ambulance facilities;
 - b) The footway from the Technology Park off Dalfaber Drive crosses the one-way route for visitors and patients driving into the facility; and
 - c) Shall be submitted to and approved in writing by the CNPA acting as Planning Authority and in consultation with Highland Council Roads Authority.

Reason: In the interests of road safety and to promote sustainable transport methods in accordance with Policy 3: Sustainable Design of the Cairngorms National Park Local Development Plan 2015.

10. **The position of ramps up to the raised footway through the patient and visitor parking area shall start from the give-way at the end of each parking aisle to avoid cars overhanging the one-way route whilst allowing pedestrians to cross the details of which will be submitted to and approved in writing by the CNPA acting as Planning Authority and in consultation with Highland Council Roads Authority prior to the commencement of the development hereby approved.**

Reason: In terms of road safety and to ensure that the development provides suitable space for off street parking in accordance with Policy 3: Sustainable Design of the Cairngorms National Park Local Development Plan 2015.

11. Prior to the facility formally opening, details for the management of vehicle speeds and directing cyclists shall be submitted to and approved in writing by the CNPA acting as Planning Authority and in consultation with Highland Council Roads Authority.

Reason: In the interests of road safety and to ensure that safe access is provided to the site and that the development is appropriately serviced in accordance with Policy 3: Sustainable Design of the Cairngorms National Park Local Development Plan 2015.

12. Any changes to the form and location of any car parking within the site shall be submitted to and approved in writing by the CNPA acting as Planning Authority and in consultation with Highland Council Roads Authority.

Reason: In terms of road safety and to ensure that the development provides suitable space for off street parking in accordance with Policy 3: Sustainable Design of the Cairngorms National Park Local Development Plan 2015.

13. Prior to the facility formally opening, details of number and form of cycle parking provision within the site shall be submitted to and approved in writing by the CNPA acting as Planning Authority and in consultation with Highland Council Roads Authority.

Reason: In the interests of road safety and to promote sustainable transport methods in accordance with Policy 3: Sustainable Design of the Cairngorms National Park Local Development Plan 2015.

14. The turning facility within the site shall be able to accommodate Council refuse collection vehicles.

Reason: In the interests of road safety and so as not to disrupt refuse collection from the adjacent Spey House development and to ensure the development is appropriately serviced in accordance with Policy 3: Sustainable Design of the Cairngorms National Park Local Development Plan 2015.

15. The owner/operator of the hospital shall identify and appoint a Travel Plan Coordinator and develop a Travel Plan that:
- a) Establishes modal split targets for staff and patients / visitors travelling to and from this new facility;
 - b) Promotes initiatives to encourage alternatives to single-occupancy car trips;
 - c) Undertakes ongoing monitoring of travel patterns and vehicular / cycle parking usage levels for the first 5 years after the opening of this new facility;
 - d) Reports Travel Plan performance against Targets to the National Park on an annual basis for the first 5 years after the opening of this new facility, who will then consult the Local Roads Authority;
 - e) Recommends additional remedial measures, if deemed necessary, to assist in achieving modal split targets within the Travel Plan. These should be reviewed and agreed by the National Park, in consultation with the Local Roads Authority; and
 - f) Identifies a point of contact within the organisation to receive and compile communication about unwanted parking around the communities and businesses local to this site, which the complainants feel is a result of activities at the hospital. This information should be reviewed and included in the proposed Annual Travel Plan Monitoring Reports to be submitted to the National Park.

Reason: In terms of road safety and to avoid unwanted parking impacts from the operation of the facility on local communities and businesses in the local area and provides adequate parking in accordance with Policy 3: Sustainable Design of the Cairngorms National Park Local Development Plan 2015.

16. **No development shall commence until details of a suitable trespass proof fence of at least 1.8 metres in height adjacent to Network Rail's boundary and provision for the fence's future maintenance and renewal are submitted to and approved by the Cairngorms National Park Authority acting as Planning Authority.**

Thereafter this fence shall be implemented in accordance with the approved plans and retained thereafter throughout the lifetime of the development hereby approved.

Reason: In the interests of public safety and the protection of Network Rail infrastructure and to ensure that the development conserves and enhances the landscape character and special qualities of the National Park in accordance with Policy 5: Landscape of the Cairngorms National Park Local Development Plan 2015.

17. **No development shall take place on site until full details of the scheme for the disposal of surface water by means of a SUDS scheme have been submitted to and approved in writing by the Cairngorms National Park Authority acting as Planning Authority in consultation with the Highland Council Flood Risk Management Team. This scheme shall reflect the following requirements:**

- a) **Provision of measures to promote amenity and biodiversity;**
- b) **The SUDS systems to be located 10 metres away from the railway boundary.**

The surface water drainage arrangements shall thereafter be implemented in accordance with the approved plans and maintained in accordance with the approved details throughout the lifetime of the development hereby approved.

Reason: To ensure that satisfactory arrangements for the disposal of surface water and foul drainage are provided in accordance with Policy 3: Sustainable Design, Policy 4: Natural Heritage and Policy 10: Resources of the Cairngorms National Park Local Development Plan and to protect the stability of the adjacent railway and the safety of the rail network.

18. **No development shall commence until a Noise Impact Assessment in relation to rail noise has been submitted to and approved in writing by the Cairngorms National Park Authority acting as Planning Authority in consultation with the Highland Council Environmental Health Service. This assessment shall address how any identified potential nuisance to residents from rail noise is to be attenuated. Thereafter no residential unit shall be occupied until any identified attenuation measures have been implemented in accordance with the approved plans and retained thereafter throughout the lifetime of the development hereby approved.**

Reason: To ensure that residents of the development do not experience undue disturbance arising from nearby noise sources in accordance with Policy 3: Sustainable Design of the Cairngorms National Park Local Development Plan 2015.

Informatives

1. The development hereby approved must commence within 3 years of the date of this decision notice. If development has not commenced within this period then this planning permission will lapse.
2. The person undertaking the development is required to give the Planning Authority prior written notification of the date on which it is intended to commence the development. Attached to this decision notice is a Notice of Initiation of Development for completion and submission. Submission of this information assists the Cairngorms National Park Authority Monitoring and Enforcement Officer in monitoring active work within the area to ensure compliance with the approved details and to identify and correct any potential problems, as they arise, rather than later when it may be more difficult and more costly to rectify. Failure to give notice would constitute a breach of planning control which may result in enforcement action being taken.
3. Following completion of the development, a notification of the completion shall, as soon as practicable, be given to the Planning Authority. Attached to this decision notice is a Notice of Completion of Development for completion and submission. Submission of this form will assist the Cairngorms National Park Authority Monitoring and Enforcement Officer in making a final inspection and checking compliance with the approved drawings and conditions. If the development hereby approved is to be carried out in phases, then a notice of completion should be submitted at the completion of each phase
4. The person(s) undertaking the development should note that it is understood that the existing technology park access road is privately owned and therefore they must ensure that there will be a suitable right of access to the site for the facility to be able to operate.
5. Planting in garden areas around the hospital building should be enhanced to include a wider range of species, including perennials that provide greater amenity and biodiversity value, particularly brighter colours for the benefit of partially sighted patients and visitors.
6. The proposed development includes a footpath link through Underbridge 290/215. This bridge was built as an accommodation crossing and is owned and maintained by Network Rail. According to their records there are no public rights of access through this bridge. Should permission be granted, additional servitude rights of access/bridge agreements will have to be secured from Network Rail for this proposed link.
7. Construction works must be undertaken in a safe manner which does not disturb the operation of the neighbouring railway. Applicants must be aware of any embankments and supporting structures which are in close proximity to their development.

8. Details of all changes in ground levels, laying of foundations, and operation of mechanical plant in proximity to the rail line must be submitted to Network Rail's Asset Protection Engineer for approval prior to works commencing on site. Where any works cannot be carried out in a "fail-safe" manner, it will be necessary to restrict those works to periods when the railway is closed to rail traffic i.e. by a "possession" which must be booked via Network Rail's Asset Protection Engineer and are subject to a minimum prior notice period for booking of 20 weeks.
9. The developer must contact our Asset Protection Engineers regarding the above matters, contact details below:

Network Rail Asset Protection Engineer
151 St. Vincent Street, GLASGOW, G2 5NW
Tel: 0141 555 4352
E-mail: AssetProtectionScotland@networkrail.co.uk

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