



Glasgow City Council

Planning Local Review Committee

**Report by Executive Director of Neighbourhoods, Regeneration
and Sustainability**

Item 1

27th May 2025

Contact: Sam Taylor Ext: 78654

25/00018/LOCAL – Site Outside 40 Stockwell Street, Glasgow

**Removal of telephone boxes and replacement with digital communications
kiosk.**

Purpose of Report:

To provide the Committee with a summary of the relevant considerations in the above review.

Recommendations:

That Committee consider the content of this report in coming to their decision.

Ward No(s): 10 – Anderston/City/Yorkhill Citywide: N/A

Local member(s) advised: Yes ☐ No ☐ consulted: Yes ☐ No ☐

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1 LOCATION AND DEVELOPMENT PLAN DESIGNATIONS

- 1.1 The proposal site is outside 40 Stockwell Street, on the corner adjoining Osborne Street, neighbouring a number of commercial uses. Currently the site is occupied by 2no public phone boxes.
- 1.2 The site is in the Central Conservation Area, in the City Centre Principal Retail and Commercial Area.
- 1.4 The proposal seeks consent for the removal of the 2no phone boxes with a digital kiosk - a free-standing structure featuring digital display screen on the South facing elevation on Stockwell Street. The dimensions of the digital kiosk are 1115mm (w) x 884mm (d) x 2458mm (h). The digital screen displays are inset within the kiosk and are 925mm (w) x 1535 (h).
- 1.5 The associated case for advertisement consent (24/02148/ADV) was refused on the 28th of January. Its location, design and illumination of the proposal was considered a distraction to oncoming drivers. This was then appealed to the Scottish Ministers, and the case ADA-260-2165 was refused again.

2. DEVELOPMENT PLAN POLICIES

- 2.1 NPF4 was adopted by the Scottish Ministers on 13 February 2023 and is part of the statutory Development Plan. Where there is an area of incompatibility it is expected that the newest policy document will take precedence, which will be NPF4 for the time being.

In this case, the relevant policies from NPF4 are:

- Policy 1: Tackling the climate and nature crises
 - Policy 2: Climate mitigation and adaption.
 - Policy 14: Design, quality and place
 - Policy 23: Health and Safety
- 2.2 The relevant City Development Plan policies are:
- CDP1: The Placemaking Principle
 - CDP9: Historic Environment
- 2.3 The relevant Supplementary Guidance is:
- SG1: The Placemaking Principle (Parts 1 & 2)
 - SG9: Historic Environment
- 2.4 Other relevant guidance is:
- Glasgow Central Conservation Area Appraisal 2012
 - The Town and Country Planning (Control of Advertisements) (Scotland) Regulations 1984
 - Institution of Lighting Professionals, Professional Lighting Guide 2014

3 REASONS FOR REFUSAL

- 3.1 The reasons for refusal are set out below:

01. The proposal was not considered to be in accordance with the Development Plan and there were no material considerations which outweighed the proposal's variance with the Development Plan.
02. The proposed development would have an adverse effect on public safety through increased driver and pedestrian distractions and would therefore be contrary to the adopted City Development Plan, specifically Policy CDP1: Placemaking.

4 APPEAL STATEMENT

- 4.1 A summary of the material points raised in the appeal statement is given below.

01. The proposal is part of the appellant's wider strategy to rationalise, upgrade and finalise its public communications network estate in the city centre, and was subject to discussions with local planning officers and their colleagues in Regeneration
02. No in principle objections were raised to the proposals, In that case Council took no issue with the size, design, or appearance of the kiosk

on the locality; nor should it, considering the commercial backdrop. As such, the appellant concurs that the kiosk (to include its advertisement) would have at worst, a neutral effect, on the heritage assets in the vicinity.

03. The council previously granted a nearly identical kiosk. Consent was previously granted in 2017, with the consent lapsing due to delays during the Covid pandemic
 04. NWP consider concerns of road safety lack sufficient evidentiary basis and are inconsistent with the Council's previous approvals for identical schemes (both at the site and elsewhere). When challenged, the Council did not take the opportunity to substantiate its claims.
 05. The assertion that the digital kiosk may distract drivers is unsupported by tangible evidence. In CrashMap data for the area where the kiosk has been proposed and not yet built, there has been no accidents recorded nearby in the last 5 years. Therefore, there is no correlation between the kiosk and road traffic incidents.
 06. It is true that advertisements are intended to attract attention by design, but this area has commercial activity.
 07. Systems to regulate brightness can be places to ensure compliance with necessary standards (such as PLG05/23). Other conditions to place include a default mechanism to freeze an advertisement in the event of a malfunction, and for adverts to only display static images.
 08. The Council claim time has passed – and whilst that is true, there have been no substantive changes in the locality or legislation to warrant departing from decisions past.
- 4.2 The applicant did not request any further procedure in the determination of the review.

5 REPRESENTATIONS AND CONSULTATIONS

- 5.1 There were no letters of representation received to the application.
- 5.2 No letters of representation were received to this review.
- 5.3 Glasgow City Council's Transport Planning team was initially consulted. Their recommendation is as follows:
 - "The location is on a build out of pavement, which envelopes a taxi rank. For vehicles to safely exit the taxi rank, an advertising unit cannot be placed here.
 - The site plan appears to be the design of the Avenues and not reflective of the current layout. Therefore, consent cannot be granted until the Avenues work completes the revised plan.

- The unit would be acceptable, but if the kiosk is flipped in order that the advertisement faces the opposite direction of the flow of traffic.”

Committee should note:

- In correspondence shared by the appellant between themselves and the original planning officer, rotating the kiosk away from traffic was proposed by the officer on the 6th of November. The applicant refused to make the changes, which formed the basis of the refusal.

6 COMMITTEE CONSIDERATIONS

6.1 Committee should consider if the following are in accordance with NPF4, the relevant City Development Plan policies and Supplementary Guidance, and if there are material considerations which outweigh the Development Plan considerations.

6.2 The following are relevant policy considerations:

6.3 **NPF4 Policy 1: Tackling the climate and nature crises and Policy 2: Climate mitigation and adaption, and the National Spatial Strategy**

NPF4 Policy 1 states that: “When considering all development proposals significant weight will be given to the global climate and nature crises.”

NPF4 Policy 2 states that:

- a) “Development proposals will be sited and designed to minimise lifecycle greenhouse gas emissions as far as possible.
- b) Development proposals will be sited and designed to adapt to current and future risks from climate change.
- c) Development proposals to retrofit measures to existing developments that reduce emissions or support adaptation to climate change will be supported.”

National Spatial Strategy

Scotland’s future places will be net zero, nature-positive places that are designed to reduce emissions and adapt to the impacts of climate change, whilst protecting, recovering and restoring our environment. As part of the national commitment to a **just transition**, it states:

“Our journey to a net zero society and nature recovery must make best use of embodied carbon by conserving and recycling assets, including by encouraging sustainable design and the wise use of resources.”

Committee should note that:

- in January 2021 an FOI calculated similar sized advertising erected in Manchester would consume 11501kWh every year, which is 4 times the average consumption of a UK household.
- no specification has been given regarding energy consumption for this specific model

- the proposal does not include any measures that would reduce carbon emissions from the original use, which is contrary to the Scottish Governments commitment to a Just Transition.
 - NPF4 was adopted on the 13th of February 2023 – after the original application was made (17/00015/DC), which has since lapsed.
- Committee should consider whether:
- they are completely satisfied that the development takes into account the climate and nature crises; and
 - they are completely satisfied that the development minimises lifecycle greenhouse gas emissions as far as possible

6.4 **NPF4 Policy 14: Design, quality and place, and SG1 The Placemaking Principles (Part 1) (including visual amenity of '8. Signs and Advertising')**

Policy 14: Design, quality and place and SG1: The Placemaking Principle (Part 1)

Policy 14 intends to encourage, promote and facilitate well designed development that makes successful places by taking a design-led approach and applying the Place Principle. The policy required development to be designed to improve the quality of an area regardless of scale. Development will be supported where they are consistent with the six qualities of successful places:

Healthy: Supporting the prioritisation of women's safety and improving physical and mental health.

Pleasant: Supporting attractive natural and built spaces.

Connected: Supporting well connected networks that make moving around easy and reduce car dependency

Distinctive: Supporting attention to detail of local architectural styles and natural landscapes to be interpreted, literally or creatively, into designs to reinforce identity.

Sustainable: Supporting the efficient use of resources that will allow people to live, play, work and stay in their area, ensuring climate resilience, and integrating nature positive, biodiversity solutions.

Adaptable: Supporting commitment to investing in the long-term value of buildings, streets and spaces by allowing for flexibility so that they can be changed quickly to accommodate different uses as well as maintained over time.

Policy 14 states that proposals that are poorly designed, detrimental to the amenity of the surrounding area or inconsistent with the six qualities of successful places, will not be supported. Further details of the six qualities of place can be found in Annex D of NPF4.

CDP/SG1 Part One includes the six Qualities of Place that apply to all development proposals:

- A place with character and identity: a place that is distinctive.

- A successful open space: a place that is useable, high quality and multi-functional.
- A legible and safe place: a place that is accessible, easy to navigate, and welcoming.
- A place that is easy to move around: a place that is well-connected and focussed on active travel.
- A vibrant and diverse place: a place that has multiple uses and high levels of street level activity.
- A place which is adaptable and sustainable: a place that is adaptable for future needs and demonstrates sustainable design.

8 Signs and Advertising

Visual Amenity - To ensure that the visual amenity (see Definition) of an advertising site or the surroundings is not adversely affected:

- a) all advertising signs should be of high quality materials. The Council will welcome innovative design and will look for the improvement of existing authorised signs where the opportunity arises;
- b) the Council will resist the accumulation of advertising clutter;
- e) on listed buildings, and within conservation areas, a higher quality of design and materials will be expected to reflect the property or area's character and appearance (signage should complement the original architectural style and features of the building); and

Committee should note:

- It is not clear what materials are proposed. However, the statements given in the application refer to 'high quality materials.' The Council requests that a high quality of design and materials are expected in conservation areas.
- In 2023 Glasgow Central parliamentary constituency had 917 outdoor advertisement boards, the 5th highest amount in an area in the UK, so consideration should be given to visual amenity in the City Centre, and on the potential accumulation of clutter.
- Glasgow City Development Plan was adopted in March 2017 – after the original application was made (17/00015/DC), which has since lapsed.

➤ Committee should consider:

- If the proposal would contribute to advertising clutter.
- In terms of energy usage and maintenance costs, whether the use would be an 'efficient' use of resources.
- Regarding the higher cost of construction and removal than traditional advertising boards (or telephone boxes), committee should consider if the use would impede the adaptability of the city's street scene.
- Committee should consider if they are satisfied that the materials of this kiosk are suitable for the conservation area in spite of the lack of detail.

6.5 **NPF4 Policy 23: Health and Safety SG1 & CDP1: The Placemaking Principle (Parts 1 & 2, including '6.11 Street Furniture' and '8.3 Public**

Safety' of Signs and Advertising) and Institution of Lighting Professionals, Professional Lighting Guide 2014 and The Town and Country Planning (Control of Advertisements) (Scotland) Regulations 1984

NPF4 Policy 23 aims “to protect people and places from environmental harm, mitigate risks arising from safety hazards.”

The Town and Country Planning (Control of Advertisements) (Scotland) Regulations 1984

This legislation restricts advertisement developments on the basis of their impact on amenity (not only of the property itself but also neighbouring properties and the surrounding area); and impact on public safety (particularly the safety of pedestrians, drivers and other road users). It states that: “no such advertisement shall be sited or displayed so as to obscure, or hinder the ready interpretation of, any road traffic sign.”

CDP1: The Placemaking Principle (Part 2)

All development should respect and protect the City's heritage by responding to its qualities and character of its site and surroundings. Development should make the City an appealing place to live, work and visit for all members of society, providing high quality amenity to existing and new residents.

SG 1: The Placemaking Principle Public Realm

6.11 Street Furniture - Proposals for street furniture should:

- a) allow adequate sight lines (i.e. usually, more than 450mm from the end of the footpath);
- b) not be located on footways less than three metres wide;
- c) not result in clutter when added to existing street furniture;
- d) display an integrated approach in terms of design and siting i.e. boundary walls, railings, signage, cycle storage or stands etc should all be carefully co-ordinated and integrated into the overall design; and
- e) ensure that cycle storage is located in areas of high visibility

8.3 Public Safety - To ensure that public safety, see also SG1 - Placemaking, Part 1, is not adversely affected, the following will be taken into account:

- a) proximity to traffic signals; Colours and level of luminance should not interfere or cause distraction to road and cycleway users in the vicinity of signals;
- b) proximity to other hazards on the road where the advertising sign may interfere with visibility or cause driver/cyclist distraction e.g. junctions, queuing traffic and pedestrian crossing points, the approach to traffic signal controlled junctions;
- c) cumulative impact relative to existing signage, including road signs;
- d) proximity to a roundabout or complex priority junction; and

- e) the potential obstruction of paths and cycleways, including headroom (advertising signs adjacent to any pedestrian and/or cycle route should be displayed at least 2.5m above ground level).

Outdoor Advertising Displays - Advertising displays must not give rise to an adverse effect on public safety. Digital advertising where images change frequently can raise particular concern for concern for traffic, cycle and pedestrian safety. The level of illumination of digital or internally illuminated signs can also have an effect on both traffic safety and amenity. For this reason the following standards apply for internally illuminated display screens:

- a) they will only be permitted where they do not contain moving or flashing content, particularly where they are considered to have a potentially significant adverse impact on pedestrian and vehicular traffic safety;
- b) they must not use a slow dissolve between advertisements;
- c) they will only be permitted in areas which are already busy commercial areas; and
- d) the cumulative effect of such advertisements will be taken into account in assessing the impact on amenity and public safety.

Displays will not be supported where:

- a) the site lies within Conservation Areas, see also SG9 - Historic Environment (in exceptional circumstances temporary large scale outdoor displays may be permitted within Conservation Areas where they play a beneficial role in screening vacant land);
- b) in areas where the character is predominantly residential;
- c) they would be out of keeping with the scale of the buildings or land on which they are displayed, see SG1 - Placemaking, Part 1, Site and Area Analysis;
- d) they would be likely to result in advertising clutter or adversely affect streetscape or building setting;
- e) the rear of a timber hoarding would be visible and not treated to match the framing;
- f) they will have an adverse impact on public realm areas; and g) the display is on a static advertising trailer.

8.23 Smaller Format Outdoor Display - There may be locations where small format outdoor displays (see Definition), are appropriate, such as in shopping areas. However, such displays will need to be in keeping with the design and layout of the public realm and ensure that impact on the character of the area and on pedestrian safety is not compromised. Where appropriate, the Council will engage with advertising companies on the design and layout of small format advertising displays through pre-application discussions.

The following locations are unlikely to be supported:

- b) on the returns of buildings into residential side streets, substantially devoid of advertisements, which would affect the character of the area;
- c) immediately in front of, opposite or directly adjacent to ground floor residential properties;
- d) where they will have an adverse impact on public realm areas;
- e) where they could create an obstruction to pedestrians and cyclists; and

- f) where the advertisement would have an adverse effect on the character and appearance of a Conservation Area or listed building (in exceptional circumstances temporary small format outdoor displays may be permitted within Conservation Areas where they play a beneficial role in screening vacant land).

8.25 Light Projected Advertising - Illuminated advertisements projected onto buildings and streets require advertisement consent. Such advertisements will be assessed on their merits and in relation to their impact on amenity (including visual and residential amenity) and public safety. Such advertisements should generally be located adjacent to premises which they seek to advertise.

Committee should consider:

- The proximity of the proposal to a major junction and pedestrian crossing requires road safety to be considered in relation to the proposal
- At an estimated luminance of 600 candelas, the advertisement would be brighter than the traffic lights, which average 200 candelas. The lighting and obstruction could hinder visibility splays of drivers entering Osborne Street.
- This would be on the same line of sight for drivers at Osborne Street looking west, as well as Stockwell Street looking north, causing a possible distraction.
- Transport Planning relayed concerns as follows: “The proposed location is a potential distraction to drivers reading and interpreting the information on the sign and to the advanced stop line at the signalised junction”
- A related application for advertisement consent has been refused on appeal by Scottish Ministers, on the grounds of safety and amenity loss.
 - Committee should consider if this proposal hinders the safety of road users and pedestrians through unnecessary light pollution.
 - Committee should consider whether they are satisfied this proposal could be a distraction on a key junction into the city centre, as per comments by the Transport Planning team.

6.6 **SG9 & CDP9: Historic Environment, Glasgow Central Conservation Area Appraisal**

This policy aims to ensure the appropriate protection, enhancement and management of Glasgow’s heritage assets by protecting, conserving and enhancing the historic environment for the benefit of existing and future generations.

Signs and Advertising

The intention is to balance the need for commercial exposure, against the need to protect the City’s listed buildings, Conservation Areas, strongly defined townscape and its high quality of environment.

The display of badly designed or poorly situated signage and advertising in Conservation Areas can adversely affect historic character and visual amenity.

Clutter and oversized adverts will not be supported. signs and adverts should not obscure or dominate the architectural details of the building by virtue of size and number.

Committee should note:

- The site is in the Central Conservation Area, forming a 'gateway' into Merchant City with numerous 'B' listed buildings to the site's east and a sightline that stretches onto Glassford Street's junction with Ingram Street and The Italian Centre.
- In 'Local Preservation and Enhancement Opportunity' 8 Preservation of street pattern and focused views to landmark structures, the conservation area appraisal praises 'the arrangement of linear streets terminated by landmark buildings', a 'unique characteristic' of Merchant City
- The accompanying advertisement consent for this proposal (ADA-260-2165 or 24/02148/ADV) has been refused at Scottish Minister appeal stage concurring that the sitting, design and illumination of the proposal would create a distraction
 - Committee should consider if they are satisfied this proposal would not obscure or dominate a key Merchant City sightline through street furniture clutter and lighting.

7 COMMITTEE DECISION

7.1 The options available to the Committee are:

- a. Grant planning permission, with the same or different conditions from those listed below; or
- b. Refuse planning permission.
- c. Continue the review to request further information.

8 Policy and Resource Implications

Resource Implications:

Financial: n/a

Legal: n/a

Personnel: n/a

Procurement: n/a

Council Strategic Plan: n/a

Equality and Socio-Economic Impacts:

Does the proposal support the Council's Equality Outcomes 2021-25? Please specify.

n/a

What are the potential equality impacts as a result of this report?

no significant impact

Please highlight if the policy/proposal will help address socio-economic disadvantage.

n/a

Climate Impacts:

Does the proposal support any Climate Plan actions? Please specify:

n/a

What are the potential climate impacts as a result of this proposal?

n/a

Will the proposal contribute to Glasgow's net zero carbon target?

n/a

Privacy and Data Protection Impacts:

Are there any potential data protection impacts as a result of this report
N

If Yes, please confirm that a Data Protection Impact Assessment (DPIA) has been carried out

9 Recommendations

That Committee consider the content of this report in coming to their decision.