Item 1 (b)

11th November 2025

Glasgow City Council

Planning Local Review Committee

Report by Executive Director of Neighbourhoods, Regeneration and Sustainability

Contact: Sam Taylor Ext: 78654

24/00206/LOCAL – Site formerly known as 663 Balmore Road
Erection of flatted development (12 no units) and associated works

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): 15 Citywide: n/a

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

1 LOCATION AND DEVELOPMENT PLAN DESIGNATIONS

1.1 The application site is a vacant site on Balmore Road that previously accommodated a police station. The site is bounded by residential dwellings to the south, residential flats and landscaping to the east, Balmore Road Playground and Park to the west and residential flats and a church to the north on the opposite side of Balmore Road.

1.2 The proposal seeks consent for the erection of a four-storey flatted block creating 12 flats, providing the following accommodation: 4 x 1 bedroom flats 8 x 2 bedroom flats The proposed layout would be a T shaped block fronting onto Balmore Road using an existing vehicle access to access a rear parking court. The proposed plans show an internal bin store, with no cycle storage or backcourt. The design would have alternating bands of facing brick and render with a concrete tiled pitched roof.

2 DEVELOPMENT PLAN POLICIES

2.1 The relevant National Planning Framework 4 (NPF4) and City Development Plan (CDP) policies and Supplementary Guidance are:

NPF 4
Policy 1. Tackling the climate and nature crises
Policy 2. Climate mitigation and adaptation
Policy 3. Biodiversity
Policy 9. Brownfield, vacant and derelict land and empty buildings
Policy 12. Zero waste
Policy 13. Sustainable transport
Policy 14. Design, quality and place
Policy 15. Local living and 20 minute neighbourhoods
Policy 16. Quality homes
Policy 22. Flood risk and water management

CITY DEVELOPMENT PLAN POLICIES /
CDP 1 & SG 1 – Placemaking
CDP 2 – Sustainable Spatial Strategy
CDP 5 & SG 5 – Resource Management
CDP 7 & SG 7 – Natural Environment
CDP 8 & SG 8 – Water Environment
CDP 11 & SG 11 – Sustainable Transport
CDP 12 & IPG 12 – Delivering Development

OTHER MATERIAL CONSIDERATIONS
North Glasgow Strategic Development Framework (2023)
Flood Risk Assessment and Drainage Impact Assessment: Planning Guidance for Developers (2011)

3 REASONS FOR REFUSAL / RELEVANT CONDITION(S)

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 proposal is contrary to NPF 4 Policy 14 'Design, quality and place' and CDP 1 & SG 1: Placemaking of the City Development Plan (adopted 2017), in that the proposed development would be an incongruous addition to a prominent main road site and would not reflect the architectural styles of the local area, and the proposal would result in residential development with no external amenity space, reducing the areas for relaxation and recreation which have a positive benefit for the health and wellbeing of future residents. The proposal is not consistent with the six qualities of successful place.

03. The proposal is contrary to NPF 4 Policy 1 'Tackling the climate and nature crises', Policy 2 'Climate mitigation and adaption' and CDP 2: Sustainable Spatial Strategy of the City Development Plan (adopted 2017), and the North Glasgow Strategic Development Framework (2023) and CDP 5 & SG 5: Resource Management of the City Development Plan (adopted 2017), in that the proposal has not been demonstrated to be designed to reduce the greenhouse gas emissions from the occupation and use of the dwelling. The proposal has not taken due accord of the requirement for climate mitigation and adaption or given significant weight to the global climate and nature crises.

04. The proposal is contrary to NPF 4 Policy 1 'Tackling the climate and nature crises' and Policy 3 'Biodiversity' and CDP 7 & SG 7: Natural Environment of the City Development Plan (adopted 2017), in that the proposal lacks an ecological appraisal and details of biodiversity enhancements. The proposal cannot be deemed to be giving due weight to the global climate and nature crisis and the proposal would result in the loss of any existing biodiversity.

05. The proposal is contrary to CDP 2: Sustainable Spatial Strategy of the City Development Plan (adopted 2017), and the North Glasgow Strategic Development Framework (2023) in that the proposal would increase residential density in an unsustainable location resulting in overdevelopment of the site.

06. The proposal is contrary to NPF4 Policy 9 'Brownfield, vacant and derelict land and empty buildings' in that the proposal has not provided a coal mining risk assessment or site investigation information, and therefore has not demonstrated that the land is or can be made safe and suitable for development.

07. The proposal is contrary to NPF4 Policy 12 'Zero Waste' in that the proposal would not clearly provide for the reduction of waste and waste separation at

source. The proposal therefore would not seek to reduce, reuse, or recycle materials in line with the waste hierarchy.

08. The proposal is contrary to NPF4 Policy 13 'Sustainable transport' and CDP 11 & SG 11: Sustainable Transport of the City Development Plan (adopted 2017), in that the proposal would not provide cycle parking for the residents of or visitors to the proposed new dwellings.

09. The proposal is contrary to NPF4 Policy 22 'Flood risk and water management' and CDP 8 & SG 8 'Water Environment' of the City Development Plan (adopted 2017), in that the proposal has not been adequately screened for flood risk.

10. CDP 12 & IPG 12 'Delivering Development' of the City Development Plan (adopted 2017), in that the proposal is an overdevelopment of the site which results in a lack of amenity for future residents of the development, to the detriment of residential amenity.

11. In the interests of the proper planning of the area, the application contains insufficient information to allow the application to be properly assessed. Specifically the following were not provided: a Coal Mining Risk Assessment, a Statement on Energy, a Flood Risk Assessment, Drainage Assessment, a Primary Ecological Assessment, and an assessment of Biodiversity Net Gain.

4 APPEAL STATEMENT

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

- The site has been vacant for a number of years. The introduction of flats would brighten the area up and make it vibrant;
- The applicant had hoped for guidance from the officer on external finishes; and
- The applicant was about to request a Coal Mining Risk Assessment, feedback from Scottish Water, and a Flood Risk Assessment. These documents have not been received at the time of the planning application decision.

  Note for Committee: These documents have not been submitted with the Local Review.

5 PRE-APPLICATION DISCUSSION

5.1 There were no pre-application discussions relating to the proposal.

6 REPRESENTATIONS AND CONSULTATIONS

6.1 There were no representations received for the planning application or for the review.

7 COMMITTEE CONSIDERATIONS

7.1 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.

7.2 The following are the relevant policy considerations:

NPF 4 Policy 1. Tackling the climate and nature crises

When considering all development proposals significant weight will be given to the global climate and nature crises.

- Committee should note that the proposal seeks to develop a vacant site with a car dominated layout flatted development which does not provide for biodiversity enhancements.

- Committee should consider whether the proposal has given due weight to the global climate and nature crises. The proposal does not accord with Policy 1 on tackling the climate and nature crises.

NPF 4 Policy 2. Climate mitigation and adaptation / CDP 5 & SG 5 – Resource Management / North Glasgow SDF

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.

- Committee should note that no Statement on Energy has been provided, and that no proposals for the reduction of greenhouse gas emissions have been included.

- Committee should consider whether the proposal successfully mitigates and adapts to the effects of climate change.

NPF 4 Policy 3. Biodiversity / CDP 7 & SG 7 – Natural Environment

a) Development proposals will contribute to the enhancement of biodiversity, including where relevant, restoring degraded habitats and building and strengthening nature networks and the connections between them. Proposals should also integrate nature-based solutions, where possible.
c) Proposals for local development will include appropriate measures to conserve, restore and enhance biodiversity, in accordance with national and

local guidance. Measures should be proportionate to the nature and scale of development.

- Committee should note that the proposal does not include
  - a preliminary ecological appraisal to show the presence of existing protected habitats; or
  - a biodiversity statement or plan showing the potential loss of biodiversity features or habitats and/or proposed enhancements.

- Committee should consider whether the lack of biodiversity information or proposals is acceptable, contrary to the advice of NRS Biodiversity and CDP 7 / SG 7.

NPF 4 Policy 9. Brownfield, vacant and derelict land and empty buildings

a) Development proposals that will result in the sustainable reuse of brownfield land including vacant and derelict land and buildings, whether permanent or temporary, will be supported. In determining whether the reuse is sustainable, the biodiversity value of brownfield land which has naturalised should be taken into account.
c) Where land is known or suspected to be unstable or contaminated, development proposals will demonstrate that the land is, or can be made, safe and suitable for the proposed new use.

- Committee should note that the site is surrounded by landfill, and may have naturalised. A geoenvironmental desk study and the scope of proposed site investigations is required by NRS Geotechnical and Land Remediation to assess for instability or contamination. This has not been provided.

- Committee should consider whether the proposal includes sufficient information to demonstrate that the proposed use can be safely implemented, and whether it can retain any biodiversity value.

NPF 4 Policy 12. Zero waste / CDP 1 and SG 1 Placemaking

a) Development proposals will seek to reduce, reuse, or recycle materials in line with the waste hierarchy.
b) Development proposals will be supported where they:

i. reuse existing buildings and infrastructure;
ii. minimise demolition and salvage materials for reuse;
iii. minimise waste, reduce pressure on virgin resources and enable building materials, components and products to be disassembled, and reused at the end of their useful life;
iv. use materials with the lowest forms of embodied emissions, such as recycled and natural construction materials;
v. use materials that are suitable for reuse with minimal reprocessing.

c) Development proposals that are likely to generate waste when operational, including residential, commercial, and industrial properties, will set out how

much waste the proposal is expected to generate and how it will be managed including:

i. provision to maximise waste reduction and waste separation at source, and

ii. measures to minimise the cross-contamination of materials, through appropriate segregation and storage of waste; convenient access for the collection of waste; and recycling and localised waste management facilities.

- Committee should note that waste and recycling storage would be internal to the common close at ground floor, and that "there will be a designated area to the rear of the flats that the refuse bins will be stored and taken out to the main road on collection day". No area to the rear is shown on the proposed plans.

- Committee should consider whether the proposals for storage and collection of waste are satisfactory.

NPF 4 Policy 13. Sustainable transport / CDP 11 & SG 11 – Sustainable Transport

The application site is in an area of Base Accessibility within the Outer Urban Area.

One car parking space per dwelling and one visitor space per four dwellings is required. In this case, 12 parking spaces plus 4 visitor parking spaces are required.

For cycle parking, one space per dwelling and one for every four dwellings for visitors is required.

- Committee should note that the proposal includes provision for one off-street car parking space per dwelling, and a further 3 off-street spaces, presumably for visitor parking. No cycle parking is shown.

- Committee should consider whether the under-provision of car parking, and the lack of provision for cycle parking, is acceptable in this case.

NPF 4 Policy 14. Design, quality and place / CDP 1 & SG 1 – Placemaking CDP 1 & SG 1 – Placemaking

a) Development proposals will be designed to improve the quality of an area whether in urban or rural locations and regardless of scale.
b) Development proposals 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.

c) Development 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.

Lower densities will, generally, be appropriate in the Outer Urban Area, sites with base accessibility may be developed to a maximum of 50 DPH.

- Committee should note that the application site is identified as having Base Accessibility in the Outer Urban Area and is approximately 0.077HA with 12 units proposed, a density of 155.8dph which is more than triple the maximum density deemed acceptable for a site with base accessibility in the Outer Urban Area.

- Committee should consider whether the higher density proposed, and the quality of design and materials, would improve the quality of the area, and whether it would contribute to creating a quality place.

Residential Layouts should:

a) take a design-led approach towards aspect and orientation to maximise daylight and sunlight, reduce energy use, and prevent overlooking and loss of privacy, particularly when providing balcony and/or garden spaces;

Additional Standards for Flatted Developments

In terms of communal private garden space, flatted developments should:

a) provide usable communal private garden spaces as “backcourts”. Design and layouts should ensure privacy, particularly for ground floor residents; and
b) where a site’s configuration or particular characteristics limits the ability to provide private garden space, then developers will be expected to:

i. provide creative alternative solutions (e.g. shared roof garden, usable balconies); and
ii. bring forward mitigation measures to improve internal amenity (e.g. more generous room sizes).

iii. make outside provision for clothes drying, in areas screened from public view and not subject to excessive overshadowing.

In terms of privacy and aspect in relation to flatted development, the following guidance applies:

a) Ideally all flats should have dual aspect (where single aspect is proposed developers will require to show that the amenity enjoyed by the flats is similar, if not better than that of dual aspect flats in a similar location. This will include consideration of the flat's outlook);
b) privacy is also important to the rear of flats, where ambient noise levels are lower. Habitable rooms, therefore, should be set back from public or common footpaths or areas of open space, parking or waste storage (this could be secured, for example, by the formation of private garden space between habitable rooms and any such use); and
c) flatted development, built on existing street frontages, should maintain established building lines and window patterns. Where there is no established building line, development should be set back from the pavement to ensure privacy for ground floor habitable rooms.

- Committee should note that:
    - No backcourt is included, nor is there any IPG 12 on site amenity space provision.
    - The privacy of ground floor flats is affected by parking right up to the proposed flatted block to the rear. The proposed flatted block at the front is situated directly onto the pavement to the front. There is no indication of any defensive planting or the materials of the space to the front.

- Committee should consider whether the privacy of ground floor residents will be protected, and whether there is sufficient amenity space for all occupiers.

Design and Materials

It is expected that all new development, depending on the nature and scale of the development, will:

a) employ high quality facing and roofing materials that complement and, where appropriate, enhance the architectural character and townscape quality of the surrounding area;
b) use robust and durable materials that fit their context and are capable of retaining their appearance over time and in Glasgow's climate; and
c) acknowledge the local architectural and historic context through the use of appropriate materials.

- Committee should note that the proposal includes large blank gables visible from the street, layering of different materials of differing quality and durability to the elevations.

- Committee should consider whether the design and materials are of sufficient quality to enhance the area.

NPF 4 Policy 15. Local living and 20-minute neighbourhoods

a) Development proposals will contribute to local living including, where relevant, 20-minute neighbourhoods. To establish this, consideration will be given to existing settlement pattern, and the level and quality of interconnectivity of the proposed development with the surrounding area, including local access to:
• sustainable modes of transport including local public transport and safe, high quality walking, wheeling and cycling networks;
• employment;
• shopping;
• health and social care facilities;
• childcare, schools and lifelong learning opportunities;
• playgrounds and informal play opportunities, parks, green streets and spaces, community gardens, opportunities for food growth and allotments, sport and recreation facilities;
• publicly accessible toilets;
• affordable and accessible housing options, ability to age in place and housing diversity.

- Committee should note that the application site is within walking distance of a local town centre, approximately 19 minutes walking time, and on a bus route. The town centre provides for a range of employment, shopping, health and social care facilities, childcare and schools.

- Committee should consider whether the proposal is consistent with the principle of local living and 20-minute neighbourhoods.

NPF 4 Policy 16. Quality homes

a) Development proposals for new homes on land allocated for housing in LDPs will be supported.
c) Development proposals for new homes that improve affordability and choice by being adaptable to changing and diverse needs, and which address identified gaps in provision, will be supported. This could include:

i. self-provided homes;
ii. accessible, adaptable and wheelchair accessible homes;
iii. build to rent;
iv. affordable homes;
v. a range of size of homes such as those for larger families;
vi. homes for older people, including supported accommodation, care homes and sheltered housing;
vii. homes for people undertaking further and higher education; and
viii. homes for other specialist groups such as service personnel.

f) Development proposals for new homes on land not allocated for housing in the LDP will only be supported in limited circumstances where:

i. the proposal is supported by an agreed timescale for build-out; and
ii. the proposal is otherwise consistent with the plan spatial strategy and other relevant policies including local living and 20 minute neighbourhoods;
iii. iii. and either:

· delivery of sites is happening earlier than identified in the deliverable housing land pipeline. This will be determined by reference to two consecutive years of the Housing Land Audit evidencing substantial delivery earlier than pipeline timescales and that general trend being sustained; or
· the proposal is consistent with policy on rural homes; or · the proposal is for smaller scale opportunities within an existing settlement boundary; or · the proposal is for the delivery of less than 50 affordable homes as part of a local authority supported affordable housing plan.

- Committee should note the application site is not an allocated housing site in the City Development Plan. The proposal is for the erection of a flatted block providing 12 new flatted dwellings on a brownfield site.

- Committee should consider whether the proposal could meet a local housing land requirement.

NPF 4 Policy 22. Flood risk and water management / CDP 8 and SG 8: Water Environment

The application site is identified on the SEPA flood risk maps with the southern portion of the site having a medium likelihood (each year this area has a 0.5% chance) of surface water flooding.

- Committee should note that the application has been submitted without the following required supporting information:
  • Flood Risk Assessment
  • Drainage Impact Assessment
  • Drainage Layout
  • Site Levels
  • SuDS
  • Drainage Maintenance Schedule
  • Flood Exceedance Routing
  • Self-Certification
  • Independent Checks
  • Professional Indemnity Insurance evidence
  • Scottish Water confirmation for a new connection to the combined sewer

- Committee should consider NRS Flood Risk Management's advice that the proposal will not have been adequately screened for flood risk, and that it should not be supported.

CDP 12 & IPG 12 – Delivering Development

This proposal is considered under IPG 12 as part of the transition arrangements for existing live planning applications validated prior to the adoption of SG 6 and SG 12.

Existing Open Space Facilities

In terms of amenity space, there are no local parks within the 400 metre threshold specified in the policy. As such, and using the methodology agreed for assessment of amenity space, the level of existing provision in this area is deficient. In relation to children's play facilities, there is a play area within the 300m threshold which are accessible from the proposal site. As such, the overall level of provision of this category within the area is not considered to be deficient.

There are four basic categories of open space that will be considered in relation to residential development proposals:

• Amenity/Open Space
• Allotments/Growing Spaces
• Children's Play
• Outdoor Sport – formal and informal

Amenity

The amenity provision for this area is considered to be deficient and as such the developer would be expected to provide some, if not all of the amenity obligation on-site. The on-site requirement for this proposal comprising 4 one bed and 8 two bed flats is 80 square metres.

The developer is proposing no communal amenity space on site. This fails to address the amenity requirement on site.

Allotments/Growing Spaces

In terms of provision for allotments/community gardens the requirement is for 8 square meters. The applicant has not indicated growing spaces within the layout. This requirement may be met by means of an equivalent financial contribution of £800.

Children's Play

The children's play provision for this location is not considered deficient and as such, the developer may make a financial contribution for the children's play requirement, of £5,600.

Outdoor Sport

Due to the location and nature of the application site, in relation to outdoor sport, it is not considered feasible to meet these requirements on site. This element of the IPG 12 requirement may be met by means of a financial contribution, which has been calculated at £8,680 (£6,200 formal £2,480 informal).

Delivering Development - Summary

- Committee should note that a financial contribution of £15,080 for allotments/growing spaces, children's play, and for outdoor sport is acceptable. Should the Committee be minded to grant planning permission, a legal agreement will be required in relation to the payment of this financial contribution. However, the lack of on-site of amenity space (in an area of open space deficiency) should also be noted.

- Committee should consider whether the proposal is over-development of the site, and whether there is a justification for the lack of on-site amenity space provision.

Material Considerations

Coal Authority & NRS Geotechnical and Land Remediation

The Coal Authority are a statutory consultee where development in an identified High Risk area is proposed, such as the application site. The applicant has not provided a Coal Mining Risk Assessment resulting in the Coal Authority objecting to the proposal.

In line with GCC developers guidance, NRS Geotechnical and Land Remediation recommend that, should the proposal be considered favourably, a geo-environmental desk study and scope of proposed site investigations is required.

- Committee should note that a Coal Mining Risk Assessment, a geo-environmental desk study, and the scope of the proposed site investigations are all required for the proposal to be properly assessed.

- Should Committee be minded to grant planning permission, they should consider whether to request this information.

8 COMMITTEE DECISION

8.1 The options available to the Committee are:

a. Grant planning permission, with or without conditions, and subject to a legal agreement relating to a financial contribution of £15,080 for open space provision;
b. Refuse planning permission; or
c. Continue the application for further information.

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

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