

Report of Handling for Application 24/01317/FUL

ADDRESS:	16 Upland Road Glasgow G14 9BG	Item 3 21st January 2025
PROPOSAL:	Erection of two storey extension to side of dwellinghouse.	
DATE OF ADVERT:	31 May 2024	
NO OF REPRESENTATIONS AND SUMMARY OF ISSUES RAISED	<p>22 neighbour notification letters were issued, the application was advertised in the local press and was included on the Weekly List of Applications. Three representations, objecting to the application, were received within the time-period for comments. The issues raised are summarised below:</p> <ul style="list-style-type: none"> <i>The proposed development will be out of character and out of scale for the property, the terrace and the conservation area.</i> <i>The proposed development will be detrimental to the conservation area.</i> <i>If approved and built, the siting, design and scale of the proposed development will make the conservation area designation pointless.</i> <i>The proposed development will result in the loss of significant historic features, such as the chimney.</i> <i>The proposed development will ruin the symmetry and rhythm of the terrace.</i> <p>Case Officer Comment: Noted. It is considered that the inappropriate siting, scale, design and use of unsuitable materials of the proposed development, will have a significant detrimental impact on the character and appearance of the application property, the terrace and the wider conservation area. These issues will be further addressed in the remainder of this report.</p> <ul style="list-style-type: none"> <i>The proposed development will have a detrimental impact on residential amenity in terms of daylight and overshadowing.</i> <p>Case Officer Comment: It has been assessed that the proposed development is not at variance to the development plan in terms of daylight. This issue will be addressed in-depth in the relevant section of this report.</p> <ul style="list-style-type: none"> <i>The proposed development will have a detrimental impact on residential amenity in terms of privacy and overlooking.</i> <p>Case Officer Comment: It has been assessed that the proposed development is not at variance to the development plan in terms of privacy. No windows are proposed for the side (gable) elevation of the extension. The windows on the rear elevation of the proposed extension, which serve habitable rooms, are not orientated to face the neighbouring residential properties and are a sufficient distance from the rear boundary which they face. Therefore, it is assessed there will be no adverse impact on residential amenity in terms of the proposed extension.</p> <ul style="list-style-type: none"> <i>The proposed development will have a negative impact on the view from the neighbouring properties.</i> <p>Case Officer Comment: The loss of a view is not a material Planning consideration.</p>	
PARTIES CONSULTED AND RESPONSES	None.	
PRE-APPLICATION COMMENTS	<p>The applicant did not seek pre-application advice or discussions with Glasgow City Council prior to submission of this application. Therefore, the case officer was unable to provide advice on whether the proposed development complied with the relevant Policy and Guidance of NPF 4 and the City Development Plan.</p> <p>The Council has formalised the means for obtaining pre-application advice of this type in order to make this stage of the Planning process more accessible and efficient for applicants, agents and Planning staff. The Council welcomes pre-application discussions between the applicant, their agent(s) and its planning staff in advance of making an application for any scale of development. As stated above, the applicant failed to avail themselves of this service.</p>	

EIA - MAIN ISSUES	NONE
CONSERVATION (NATURAL HABITATS ETC) REGS 1994 – MAIN ISSUES	NOT APPLICABLE
DESIGN OR DESIGN/ACCESS STATEMENT – MAIN ISSUES	NOT APPLICABLE
IMPACT/POTENTIAL IMPACT STATEMENTS – MAIN ISSUES	NOT APPLICABLE
S75 AGREEMENT SUMMARY	NOT APPLICABLE
DETAILS OF DIRECTION UNDER REGS 30/31/32	NOT APPLICABLE
NPF4 POLICIES	<p>The National Planning Framework 4 (NPF4) is the national spatial strategy for Scotland up to 2045. Unlike previous national planning documents, the NPF4 is part of the statutory development plan and Glasgow City Council as planning authority must assess all proposed development against its policies. The following policies are considered relevant to this application:</p> <p>Policy 1: Tackling the climate and nature crises Policy 2: Climate mitigation and adaption Policy 7: Historic assets and places Policy 14: Design, Quality and Place Policy 16: Quality homes</p>
CITY DEVELOPMENT PLAN POLICIES	<p>CDP 1: The Placemaking Principle CDP 9: Historic Environment SG 9: Historic Environment SG 1: Placemaking, Residential Development – Alterations to Dwellings & Gardens</p>
OTHER MATERIAL CONSIDERATIONS	Scotstoun Conservation Area Appraisal (approved 9 th June 2005)
REASON FOR DECISION	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.

Comments

<p>Planning History</p>	<p>17/00012/DC: Erection of single storey extension to rear of dwellinghouse. GC</p> <p><u>Case Officer Comment:</u> This single storey extension is to the rear elevation and is not readily observable from a public area. It is similar in style and finish to other extensions on the rear elevation of this terrace. It is noted that the roof of the rear extension is finished in concrete tiles, whereas the original house has natural slates. The report of handling for application 17/00012/DC stated: <i>“As this property is within a conservation area, the roof finish for the extension would normally be natural slate to match the original house. However, there have been two extensions approved in the terrace in recent years where the roof finish was conditioned to be tiles rather than natural slate. Consequently, it would not be appropriate to impose a Condition requiring the roof of this extension to be covered in natural slate. An advisory note will be attached to the decision notice recommending the applicant contact the Council for advice on the use of natural slate should they consider changing the current roofing material in the future. Should the applicant consider changing the roofing material on the original dwelling, an application for full planning permission will be required. Current Development Plan Policy requires that natural slate would be used as the finishing material to re-roof the application property. Advice should be sought from the Council on this issue”.</i></p>
<p>Siting</p>	<p>The application site is a traditional end-terrace dwelling on the east side of Upland Road and is within the Scotstoun Conservation Area. The property is located in an established residential area within Ward 13.</p> <p>Scotstoun Conservation Area has a strongly defined grid-style street pattern with a standard terraced layout. As with the wider conservation area, the application site and the rest of this terrace, possess a strong sense of uniformity in terms of design, style, scale and materials. This uniformity creates a collection of cohesive, well-defined terraces and street-blocks that enhance the built-form, character and appearance of the conservation area.</p>
<p>Design and Materials</p>	<p><u>Contrary to City Development Plan</u> (Please also refer to ‘Other Comments’ section below for a comprehensive assessment of the proposed development).</p> <p><u>Existing:</u> The application property is a traditional end-terrace dwelling. The exterior is finished in stone to the front and side elevations with a roughcast render to the rear. The roof of the original house is finished in natural slate. A single storey extension was added to the rear of the dwelling 7 years ago (approx.). As with all the other dwellings in the terrace, the site has a pedestrian access from the street and is served by a typical soft-landscaped garden to the front and side, contained within a low-level stone wall and, in this instance, an iron railing atop. To the side and rear is an access lane.</p> <p><u>Proposed:</u> The proposed development comprises the erection of a two-storey extension to the side (north) of the dwellinghouse. The two-storey extension has a substantial footprint of 40.4sqM, a width of 5 metres and a depth of 8.13 metres. The roof has an eaves of 6.1 metres and an overall height of 8 metres, which is set-down 450mm below the ridgeline of the original dwelling. The extension will be set-back from the front elevation by 1500mm.</p> <p>In terms of external finishes, the roof will be finished in concrete tiles and not natural slate to match the original house. The drawings state the rear elevation will be finished in render to match the original house. The drawings do not state the finish for the front and side elevations, which would be the most observable part of the proposed development.</p> <p>As an end-terrace dwelling, any works to the front and side elevation will be more readily observable from the street than, for example, a mid-terrace property. Consequently, it is considered that, due to the site’s prominence, any development at this location will have a significant impact on the conservation area.</p>
<p>Daylight</p>	<p>Due to the siting of the extension on the side elevation of the original house, it will not impact on any windows of habitable rooms in the neighbouring dwellings. Therefore, a 45-degree daylight assessment is not required.</p>

	<p>With regards the garden ground at the neighbouring properties, Supplementary Guidance SG 1 of the City Development Plan, states that where an assessment is required it should be undertaken in accordance with Building Research Establishment document 'Site Layout Planning for Daylight and Sunlight: A Guide to Good Practice'. The document states: <i>"It is recommended that for it to appear adequately sunlit throughout the year, at least half a garden should receive at least two hours of sunlight on the Spring Equinox. If, as a result of a new development, an existing garden does not meet the above, and the area which can receive two hours of sun on the Spring Equinox is less than 0.8 times its former value, then the loss of sunlight is likely to be noticeable"</i>.</p> <p>Case Officer Comment: Whilst it is acknowledged that the shadow cast by the proposed extension will slightly increase the current levels of overshadowing, the increase is marginal and is not considered to significantly exacerbate the existing impact of overshadowing from the existing dwelling. In other words, the vast majority of the shadow cast by the proposed development will already be encompassed within the shadow already cast by the existing dwelling house. Additionally, at least half of the private rear garden of the adjoining properties will continue to receive in-excess of two hours of sunlight on the Spring Equinox. Therefore, based on the aforementioned 'Site Layout Planning for Daylight and Sunlight: A Guide to Good Practice', the proposed extension passes the relevant daylight and sunlight assessments.</p>
Aspect	The front elevation of the property faces west.
Privacy	The windows on the rear elevation of the proposed extension, which serve habitable rooms, are not orientated to face the neighbouring residential properties and are a sufficient distance from the boundary. Therefore, it is assessed there will be no adverse impact on residential amenity in terms of the proposed windows.
Adjacent Levels	No issues.
Landscaping (Including Garden Ground)	<p>SG 1 of the City Development Plan states: <i>"a minimum of 66% of the original useable private garden space should be retained in all house plots after extensions, garages, and outbuildings, etc., have been built, to avoid over-development of the site"</i>. Useable private garden space is defined as: <i>"Land, under the exclusive control of the applicant, including decking, to a dwelling before the erection of any extensions or garages, etc. that has been adequately screened, usually to the rear and side of the property, but excludes the driveway, garage and any parking space"</i>.</p> <p>Case Officer Comment: The proposed extension does not develop any of the rear garden. However, as an end-terrace property, the side garden should be observable from public areas and will be a feature of the conservation area. SG 9 of the City Development Plan states: <i>"Gardens with flowers, trees and shrubs are an important part of a Conservation Area's character and their retention is encouraged"</i>.</p> <p>The development of this part of the property will not only disrupt the uniformity of the terrace and the established play pattern but will also result in the loss of a significant and prominent area of garden ground and this will neither enhance nor preserve the character of the conservation area.</p>
Access and Parking	No changes proposed to the current access and parking arrangements.
Site Constraints	The application site is in the Scotstoun Conservation Area.
Other Comments	Sections 25 and 37 of the Town and Country Planning (Scotland) Acts require that when an application is made, it shall be determined in accordance with the Development Plan unless material considerations dictate otherwise. In addition, under the terms of Section 59 of the Planning (Listed Building and Conservation Areas)(Scotland) Act 1997, the Council is required to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess. Section 64 of the same Act requires the Council to pay special regard to any buildings or other land in a Conservation Area, including the desirability of preserving or enhancing the character or appearance of that area.

<p>The issues to be taken into account in the determination of this application are therefore considered to be:</p> <ol style="list-style-type: none"> Whether the proposal accords with the statutory Development Plan; Whether the proposal preserves or enhances the character or the appearance of the Conservation Area; Whether any other material considerations (including objections) have been satisfactorily addressed. <p>In respect of (a) and (b), the Development Plan comprises of NPF4 adopted 13th February 2023 and the Glasgow City Development Plan adopted 29th March 2017.</p> <p>National Planning Framework 4 (NPF 4) Policy 1: Tackling the climate and nature crises Policy 2: Climate mitigation and adaption. Policies 1 and 2 are overarching policies which must be taken into consideration for all development proposals: <i>when considering all development proposals significant weight will be given to the global climate and nature crises.</i></p> <p>Case Officer Comment: The proposed development does not directly address the global climate emergency and nature crises. The proposed development will necessitate the use of new building materials as the proposals involve significant physical works to the property. It is not clear if any original materials will be re-used in the proposed development.</p> <p>Policy 7: Historic assets and places The intent of Policy 7 (Historic assets and places) is <i>to protect and enhance historic environment assets and places</i>. Policy 7 states that <i>development proposals in or affecting conservation areas will only be supported where the character and appearance of the conservation area and its setting is preserved or enhanced</i>. Relevant considerations include the:</p> <ol style="list-style-type: none"> architectural and historic character of the area existing density, built form and layout; and context and siting, quality of design and suitable materials. <p>Policy 14: Design, Quality and Place The intent of Policy 14 (Design, Quality & Place) is <i>to encourage, promote and facilitate well designed development that makes successful places by taking a design-led approach and applying the Place Principle</i>. Development proposals will be designed to improve the quality of an area whether in urban or rural locations and regardless of scale. 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.</p> <p>Policy 16: Quality Homes Policy 16 states that <i>householder development proposals will be supported where they do not have a detrimental impact on the character or environmental quality of the home and the surrounding area in terms of size, design and materials</i>.</p> <p>Case Officer Comment: It is assessed that the proposed development fails to preserve or enhance the historic character and appearance of the Scotstoun Conservation Area. Furthermore, the proposed development fails to respect the architectural character and established built form of the Scotstoun Conservation Area. It is also assessed that the proposed development has not been designed to improve the quality of the area. The proposed development has been poorly designed, will be detrimental to the amenity of the area and is inconsistent with the six qualities of successful places due to its siting, scale, built form and design. Additionally, the proposed development will have a detrimental impact on the character and environmental quality of the home and the surrounding area due to its siting, scale, design and use of unsuitable materials (concrete roof tiles). In particular, the incongruity of the proposed extension, the loss of historic features and detailing and the significant detrimental effect it will have on the uniformity of the terrace and the historic character of the Scotstoun Conservation Area. The proposal is not considered to be consistent with the aims of Policy 7, Policy 14 and Policy 16 of NPF4.</p> <p>Glasgow City Development Plan CDP 1: The Placemaking Principle</p>
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Policy CDP 1 is an overarching Policy which must be considered for all development proposals to help achieve the key aims of the Glasgow City Development Plan. CDP 1 states that *new development should aspire towards the highest standards of design while providing high quality amenity to existing and new residents in the City. New development should respect the environment by responding to its qualities and character, while protecting the City's heritage.*

Case Officer Comment: The proposed development, by virtue of its inappropriate siting, scale, design and use of unsuitable materials (concrete roof tiles), will detract from the character and appearance of the property and the Scotstoun Conservation Area. The proposed works would have a negative impact on the historic environment and fail to respect and complement the character and appearance of the City's heritage and the special architectural and historic interest of the Scotstoun Conservation Area. Consequently, the proposed development fails to meet the highest standards of design while providing high quality amenity to existing and new residents in the City. Furthermore, the proposed development fails to respect the quality and character of the environment and does not protect the City's heritage. **The proposal is considered to be contrary to CDP 1.**

Policy CDP 9: Historic Environment

This Policy aims to ensure the appropriate protection, enhancement and management of Glasgow's heritage assets by providing clear guidance to applicants. The Council will assess the impact of proposed developments and support high quality design that respects and complements the character and appearance of the historic environment and the special architectural interest of its conservation areas. The Council is unlikely to support development that would have a negative impact on the historic environment.

Case Officer Comment: The proposed development by virtue of its inappropriate siting, scale, design and use of unsuitable materials (concrete roof tiles) would not preserve and enhance the character and appearance of the Scotstoun Conservation Area. The proposed development would have a negative impact on the historic environment. Original and traditional design details, such as natural stone, natural slate, chimneys, the established plot pattern and built-form, make a valuable contribution to the quality of the Scotstoun Conservation Area and contribute to its cohesive character. It is assessed that this proposed development fails to respect the period, style and architectural character of the application property and the terrace. Consequently, the proposed development will erode the character of the building and neighbouring properties and will have a detrimental impact on special architectural interest of the Scotstoun Conservation Area. **The proposal is considered to be contrary to CDP 9.**

Supplementary Guidance SG 9: Historic Environment

SG 9 states that all works must be carried out in a way which safeguards the quality of conservation areas. In terms of specific guidance for extensions and alterations, **SG 9** states:

- *It may be acceptable for additions to be different and distinguishable from the existing building, in terms of design. The use of high-quality materials which complement the main building will be required together with innovative modern design that is appropriate to its context. In some cases however it may be appropriate to match the new proposals to the existing, in which case the new materials should be carefully specified in response to those of the original property.*
- *Extensions should be located to the rear or side of the property. Extensions should not protrude beyond the front elevation of the existing building. The setting back of extensions will be encouraged.*
- *Any extensions to properties within Conservation Areas should be subsidiary in scale, sympathetic in design, reflect and respond to the character of the Conservation Area and not dominate the original property. Within this context, high quality innovative modern design will be encouraged.*
- *Materials should complement those of the existing property in terms of their colour, texture and scale.*
- *In the case of a traditionally designed extension - windows should match those of the existing property however alternative fenestration may be considered appropriate in the case of contemporary designs.*
- *Original chimney heads, chimney stacks and chimney pots should be retained and reinstated.*

- *Extensions should not disrupt the established plot pattern and should preserve or enhance all other key characteristics of the conservation area or site.*

Case Officer Comment: The fundamental principles of this proposed development will detract from the period, style and architectural character of the property and the historic character of the Scotstoun Conservation Area. The accumulation of inferior and unsuitable design details such as the siting of the extension, the over-dominant scale, the incongruous use of concrete roof tiles, the loss of the chimney and the failure to respect the established built-form and plot pattern will have a significant detrimental impact on the architectural integrity of the property, the unity of the terrace and the special historic character of the wider conservation area. **The proposal is considered to be contrary to SG 9.**

Supplementary Guidance SG 1: Placemaking (Part 2), Alterations to Dwellings and Gardens

This guidance sets out the planning requirements for alterations to dwellings and gardens for particular types of householder developments, such as extensions. It outlines the criteria that must be met in relation to, for example design and daylighting. It seeks to ensure that extensions and alterations to houses are carefully designed, so that the visual amenity of residential buildings and areas is not adversely affected by over-dominant extensions and that residential amenity is not reduced. The following is an extract of the guidance that applies to all extensions:

- *The siting, form, scale, proportions and detailed design should be in keeping with the existing building and wider area.*
- *High quality innovative design is encouraged where it will complement the property.*
- *Extensions and other alterations to dwellings should be designed so they do not dominate the existing building, or neighbouring buildings.*
- *External materials should reflect the character of the original building and the street.*
- *Extensions should relate to the design of the original dwelling and should be subordinate in scale and design.*

Case Officer Comment: The proposal is considered to be contrary to SG 1 in that the two-storey extension, by virtue of its inappropriate siting, scale, design and use of unsuitable materials will visually detract from the character and appearance of the property and would not be in keeping with the existing end-terrace dwelling and the wider area. The proposed extension is not considered to be of a high-quality innovative design and does not reflect the special historic character of the original building and the terrace. The proposed development will prejudice the prevailing architectural character of the property and wider townscape, interrupting the visual continuity of the terrace. The incongruous appearance of the proposed development does not reflect the character of the original building and the locale and does not complement the property or the terrace. The proposed development will give the appearance of incongruous and disproportionate addition to the dwelling which would dominate the existing building and the neighbouring dwellings to the detriment of visual and residential amenity and the character of the street scene. **The proposal is considered to be contrary to SG 1.**

In terms of (c), other material considerations include the views of statutory and other consultees and the contents of letters of representations. No consultations were received and the issues raised in the representation are considered to have been addressed in this report.

Case Officer Conclusion: The assessment of this application has taken into account the characteristics of the application site and the wider area. The application site is not a Listed Building but is within a conservation area. The application property and other similar terraced dwellings in the conservation area, make a valuable contribution to the townscape quality of the area and contribute to its cohesive historic character. The application property sits within a terrace which possess a strong sense of uniformity in terms of design, style, scale and materials. Original architectural details and consistency make a defining contribution to the character and appearance of the conservation area. Their retention is, therefore, an important aspect of the maintenance, preservation and enhancement of the conservation area. In contrast, the proposed inappropriate siting, scale, design and use of unsuitable materials of this development will, in part, erode the historic character of the property, the terrace and the wider conservation area. The proposed development will detrimentally impact on the architectural integrity of the property, the terrace and the unity of the conservation

	<p>area's townscape. It is considered that the proposed development would be an incongruous, over-dominant addition and would fail to respect the period, style and historic architectural character of the application property and the wider conservation area.</p> <p>To reiterate, the applicant and their agent failed to seek pre-application discussions with GCC Planning. Furthermore, it is evident they have also failed to take cognisance of the Development Plan. As outlined above, any extension to the side elevation of this dwelling would create an incongruous feature to the significant detriment of the special historic and architectural character of the Scotstoun Conservation Area.</p> <p>The proposed development is not considered to be sympathetic to the character of the property itself nor the character and appearance of the surrounding conservation area. The proposed development will be an incongruous addition that significantly erodes the special character of the Scotstoun Conservation Area. It is considered, for the reasons outlined in the report above, this application is not in accordance with the Development Plan and there were no material considerations which outweighed the proposal's variance with the Development Plan. On the basis of the foregoing, it is recommended that this application for Full Planning permission be <u>refused</u>.</p>
Recommendation	Refuse

Date: 08.07.2024	DM Officer Jamie McArdle
Date	DM Manager