



Glasgow City Council

Planning Local Review Committee

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

Item 1

21st January 2025

Contact: Sam Taylor Ext: 78654

24/00177/LOCAL – 16 Upland Road

Erection of two storey extension to side of dwellinghouse.

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): 13 – Garscadden/ Scotstounhill 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 an unlisted, traditional, end-terrace dwellinghouse on the south-eastern side of Upland Road.
- 1.2 The site is bound by a public road to the north-west (Upland Road) and a shared private access lane to the north (Northland Lane).
- 1.3 The site is located within the Scotstoun Conservation Area.
- 1.4 The surrounding area is primarily residential.
- 1.5 The site is located within an area of Base Public Transport Accessibility.
- 1.6 The proposal seeks consent for the erection of a two-storey side extension measuring approximately 5m x 8.1m and 8m in height to the roof ridge. The roof ridge would be set down 450mm below the ridgeline of the existing building and the front elevation would be set back by 1.5m.
- 1.7 The extension would be externally finished using concrete roof tiles, render on the rear elevation wall to match the existing. No clarification of the front and side elevation walls was provided at application stage. The appellant's Statement of Appeal notes this will be natural stone to match the existing.
- 1.8 The elevation drawings provided state that the concrete roof tiles would match the existing building, however the existing roof is finished using natural slate.
- 1.9 The proposal would introduce additional window openings to the front and rear elevations.

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 adaptation
- Policy 7: Historic assets and places
- Policy 14: Design, quality and place
- Policy 16: Quality homes

- 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 (Part 2)
 - SG9: Historic Environment

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 development proposal is contrary to Policy 7: Historic Assets & Places, Policy 14: Design, Quality & Place and Policy 16: Quality Homes of the National Planning Framework 4, CDP 1: The Placemaking Principle, CDP 9: Historic Environment, SG 1: Placemaking (Part 2, Residential Development - Alterations to Dwellings & Gardens) and SG 9: Historic Environment of the Glasgow City Development Plan as specified below, and there is no overriding reason to depart therefrom
03. The proposal is contrary to Policy 7: Historic Assets & Places of National Planning Framework 4 in that the proposed development fails to preserve or enhance the character and appearance of the Scotstoun Conservation Area. Furthermore, the proposed development fails to respect the architectural and historic character of the Scotstoun Conservation Area due to its siting, scale, design and use of unsuitable materials.
04. The proposal is contrary to Policy 14: Design, Quality & Place of National Planning Framework 4 in that the proposed development has not been designed to improve the quality of the area. Furthermore, 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, design and use of unsuitable materials.
05. The proposal is contrary to Policy 16: Quality Homes of National Planning Framework 4 in that the proposed development will have a detrimental impact on the character and environmental quality of the home and the surrounding area in terms of its siting, scale, design and use of unsuitable materials.
06. The proposal is contrary to CDP 1 of the City Development Plan in that 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 historic environment and does not protect the City's heritage.

07. The proposal is contrary to CDP 9 of the City Development Plan in that the proposed development will erode the character of the building and neighbouring properties and will have a detrimental impact on the special architectural interest of the Scotstoun Conservation Area.
08. The proposal is contrary to SG 1 of the City Development Plan in that the extension, by virtue of its 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 endterrace dwelling and the wider area. 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. The proposed development will give the appearance of an 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.
09. The proposal is contrary to SG 9 of the City Development Plan in that the extension, by virtue of its siting, scale, design and use of unsuitable materials will visually detract from the character and appearance of the property and the Scotstoun Conservation Area. The proposed development, including the loss of the original chimney, will have a negative impact on the historic environment and fails to respect and complement the character and appearance of the historic environment and the special architectural and historic interest of the Scotstoun Conservation Area.

4 APPEAL STATEMENT

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

01. The extension has been set back by 1.5 meters to maintain the integrity of the original building line, remain unobtrusive and avoid dominating the existing structure. Alongside this setback, we feel strongly that the two-storey design aligns with the height and scale of the existing terrace, ensuring that the extension complements the architectural rhythm of the terrace.
02. We have proposed the use of natural stone, carefully chosen to match the existing materials of the property. This choice directly addresses concerns about maintaining the character and appearance of the conservation area, contrary to the council's statement that unsuitable materials are being used. The proposal does not, as suggested, introduce materials that would detract from the historical environment; rather, it integrates materials that are in harmony with the existing structure.

03. It is worth questioning why we have conservation area guidelines if the council's stance suggests that no development is permissible within these areas. Our proposal aligns with these guidelines, and it is essential to ensure that guidance serves a practical purpose in allowing thoughtful, sympathetic development rather than outright prohibitions.
04. The size of our plot not only supports the practicality of the extension but also ensures that it will not overwhelm the existing structure or disrupt the visual harmony of the surrounding conservation area. The generous space available on our land makes it uniquely suitable for an extension, enhancing our property while respecting the historical context and spatial characteristics of the area.
05. Our property is situated on the periphery of the Scotstoun Conservation Area, which means it is less central to the historically preserved core of the area. This location inherently involves a transition between the conservation area and more modern or varied developments. As such, the extension we propose, designed to be sympathetic and respectful of the existing property and area, is fitting within this transitional zone. The broader context of our location supports the integration of thoughtfully designed extensions, reflecting the evolving nature of the conservation area while preserving its core characteristics.

Officer Comment: *It should be noted that a conservation area in its entirety should be protected and any development within it is subject to the relevant policies. The location of the site on the periphery of the Scotstoun Conservation Area does not provide the proposal more leniency against the historic environment policies than development more centrally located in the conservation area.*

06. Our property directly faces a new-build housing estate. These modern structures differ significantly from the traditional buildings within the conservation area and demonstrate a varied architectural landscape. Given this context, our proposed extension would not disrupt a purely historical environment but would instead sit comfortably alongside a mixture of old and new developments.
07. There are several extensions to the rear of properties on Northland Drive that are not in keeping with the conservation area's character. For example, one of these extensions, visible from Upland Road, is clad in poorly maintained wood. While our extension is designed to be more sympathetic and uses natural stone, this existing development illustrates that the area already accommodates non-traditional designs. Additionally, there are garages and driveways facing Upland Road and Northland Road from the back of properties on Danes Drive. Although these structures are situated at the rear of their respective terrace rows, they contribute to views of developments beyond the conservation area from Upland Road and Northland Road. This demonstrates that the

immediate environment is not strictly preserved as a uniform historical setting.

08. There is a clear precedent within the Scotstoun Conservation Area for properties that have extended to the side, like our proposal. Several homes in the area have successfully integrated side extensions, garages and driveways demonstrating that such developments can be and are already accommodated within the conservation guidelines without compromising the historical character of the area. Additionally, it is worth noting that there are numerous large-scale, modern-style developments at the rear of properties, which—while technically facing the back—ultimately front onto adjacent streets that are also within the conservation area.
09. The refusal does not acknowledge the broader context of the housing crisis in Scotland. By extending our existing home, we can continue to live in an area we have invested in and contribute to relieving housing pressure, without requiring new development on greenfield sites. One of the most compelling reasons for our proposed extension is our strong desire to stay in our current home.
10. Regarding remote working, we now require dedicated, functional workspaces within our home to support our professional activities.
11. By maintaining a two-storey design, we ensure that the extension integrates seamlessly with the height and proportion of the original structure, preserving the harmonious visual flow of the terrace. The use of natural stone, matching the original materials, reinforces the aesthetic continuity and respects the historical context of the Scotstoun Conservation Area.

- 4.2 The applicant did not request any further procedure in the determination of the review.

5 REPRESENTATIONS AND CONSULTATIONS

- 5.1 There were three letters of representation received to the application, all objecting to the proposal. A summary of the comments received is given below:
 - The proposed development is not in keeping with character of the existing building, the terrace, and the conservation area in terms of its scale, design, and materiality.
 - The proposed development would result in the loss of the historic plot layout, with large gardens for the end-terrace properties.
 - The proposal is not in keeping with the purpose for a conservation area, leaving the designation pointless.

- The proposed development would result in the loss of significant historic features, such as the chimney.
- The proposed development would ruin the existing symmetry and rhythm of the terrace.
- The proposal will have a detrimental impact on residential amenity in terms of daylight and overshadowing.
- The proposal will have a detrimental impact on residential amenity in terms of privacy and overlooking.
- The proposal would have a negative impact on the view from neighbouring properties.

5.2 Three letters of representation were received to this review, all in objection. A summary of the points raised is given below:

- Policy and guidance relates equally to development at the periphery and centre of a conservation area.
- Views of other buildings from the property are irrelevant.
- Most development noted in the Statement of Appeal was constructed prior to the conservation area designation.
- Statement of Appeal contains a number of inaccuracies and irrelevancies.
- The site holds adequate space for further development to the rear, so should not be limited to the side.
- The proposal would create an imbalance to the symmetry of the terrace.
- The proposal is unsympathetic to the character of the existing building, the terrace, and the conservation area.
- The proposal could set an inappropriate precedent for development that may be harmful to the character of the conservation area.
- The proposal would impact on views from neighbouring properties.
- Working from home is not reason enough to deviate from historic environment policy and guidance.
- The Statement of Appeal notes need for remote working space but plans do not indicate an office space.
- The applicant has already shown disregard for the character of the conservation area with the loss of an established boundary hedge, replaced with a timber fence and the introduction of plastic grass.

5.3 No consultation responses were sought as part of the application or this review.

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 **Policy 1: Tackling the climate and nature crises and Policy 2: Climate mitigation and adaptation**

NPF4 Policy 1 intends to encourage, promote and facilitate development that addresses the global climate emergency and nature crises. Policy requires that, when considering all developments, significant weight be given to the global climate and nature crises

NPF4 Policy 2 intends to encourage, promote and facilitate development that minimizes emissions and adapts to the current and future impacts of climate change. Policy 2 requires:

- a) Development proposals will be sited and designed to minimize 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:

- No measures are proposed that address the climate and nature crises.
 - No evidence has been provided to show that the proposal is sited and designed to minimise greenhouse gas emissions as far as possible and to adapt to current and future risks from climate change.
- Committee should consider whether the development has a detrimental impact on a nature positive place that is resilient to climate change impacts.

6.4 **CP1 and SG1 (Part 2): The Placemaking Principle**

CDP1 is an overarching policy that states that new development should encourage placemaking by being design-led, aspiring towards the highest standards of design while directing development to the right place. 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

SG1 (Part 2) provides the following guidance:

- a. the siting, form, scale, proportions, detailed design and use of materials should be in keeping with the existing building and wider area;
- b. high quality innovative design is encouraged where it will complement the property;

- c. extensions and other alterations to dwellings should be designed so they do not dominate the existing building, or neighbouring buildings; and
- d. external materials should reflect the character of the original building and the street and the windows and doors in an extension should match those of the existing property

Front to Rear Access - The following guidance applies:

- a. extensions should not be built up to a common boundary thereby blocking off the only route around the house for garden equipment and refuse bins. All extensions, garages, etc., should be set back from the side property boundary by at least 900 mm to allow external movement of refuse bins, garden equipment etc from the front to the rear of the property; and
- b. Exceptions may be made where an internal route will be maintained via a garage, a small utility room, or an access from the rear garden on to a path, which is a short direct route to the street at the front of the property. If access is through an internal room other than a garage, a separate passageway will be required.

Usable Private Garden Space - The following guidance applies:

A minimum of 66% of the original useable private garden space (see Definition) should be retained in all house plots after extensions, garages, and outbuildings, etc., have been built, to avoid over-development of the site. Adequate car parking shall be maintained within the curtilage of the property after any extension or structure is erected.

Privacy and Overlooking - The following guidance applies:

- a. there should be no adverse impact on existing or proposed accommodation;
- b. windows of habitable rooms (see Definition) should not increase direct overlooking into adjacent private gardens or rooms;
- c. at ground floor level, screening of 1.8 metre high will usually be required along boundaries where new windows face neighbouring properties;
- d. above ground floor level, windows of habitable rooms which directly face each other, including dormers, should be at least 18m apart and at least 10m from the site boundary. These distances do not apply to rooflights; and
- e. Obscure glazing in windows of habitable rooms (see Definition) is not considered an acceptable means to mitigate against privacy issues.

Daylighting and Sunlight - Extensions to properties may cast a shadow over a neighbour's house or private garden that reduces their daylight or sunlight, and therefore adversely affect their amenity.

Extensions should not cause a significant loss of daylight to any habitable room of neighbouring properties, or significantly block sunlight to adjacent private gardens. There should be no significant adverse impact on either existing adjacent properties, or the proposed accommodation.

Extensions - Extensions should generally have a pitched roof, should not project in front of the building line, should relate to the design of the original dwellinghouse, and should be subordinate to the original dwelling house in scale and design. Flat roofs on single storey extensions, if a high quality modern design, may be considered as long as the scale and design are appropriate for the existing dwelling.

One and a Half and Two Storey Extensions –

- a. Side Extensions To ensure extensions are subordinate to the existing house and avoid a terracing effect, 1.5 and 2-storey side extensions should generally:
 - not double the footprint of the house;
 - be set back a minimum of 1.5 metres from the building line; and
 - incorporate a roof style which carries through the line of the eaves of the existing house and has a ridgeline lower than the ridge of the roof of the house.

Committee should note:

- The proposal is for a 2-storey side extension.
- The proposed concrete roof tiles would not match the existing building, which uses natural slate.
- The proposed development would retain a front to rear access greater than 900mm, in line with SG1.
- The proposal is not considered to result in an unacceptable loss of daylight/sunlight entering neighbouring garden ground, in line with SG1.
- The extension would be set back from the front elevation and set below the roof ridge of the existing building, in line with SG1.
- The proposal would extend from the side elevation by 5m and would be 8m in height.
- The proposed roof would be pitched and not flat, in line with SG1.
- The proposal would not double the footprint of the house, in line with SG1.
- The proposal would be set back by 1.5m, in line with SG1.
- The height of the eaves of the existing building would be carried through, in line with SG1.
- The initial proposal does not identify the proposed wall finish for the front and side elevations. The Statement of Appeal notes this will be natural stone to match the existing.

Committee should consider:

- If this proposal is of a high design standard the respects the City's heritage;
- Whether the siting, form, scale, proportions, detailed design, and use of materials are in keeping with the existing building and wider area; and
- Whether the siting, scale, and height of the proposal would dominate the existing building or neighbouring buildings.

6.5 **Policy 7: Historic assets and places and CDP9: Historic Environment**

NPF4 Policy 7 intends to protect and enhance historic environment assets and places, and to enable positive change as a catalyst for the regeneration of places. Development proposals affecting the setting of a listed building should preserve its character, and its special architectural or historic interest.

CDP9 aims to protect, conserve and enhance the historic environment. SG9 states that development affecting the setting of listed buildings should be sympathetic to the main item of listing and its ancillary development in terms of the siting, design, scale, form, density, and materials. Development should demonstrate that the proposal would not be detrimental to the building's architectural or historic character by way of a Design and Access Statement detailing the physical characteristics of the Listed Building, the material and condition of its fabric, its surroundings, and its relationship with other buildings, the historic, architectural, and landscape importance of the grounds/location, the context of the site in relation to the type of use, and an analysis of the landscape setting of the building.

SG9 provides the following guidance:

All proposals for new development in, or affecting the setting of Conservation Areas, must:

- a. preserve and enhance the special character and appearance of the area and respect its historic context;
- b. be of a high standard of design, respecting the local architectural and historic context and use materials appropriate to the historic environment;
- c. protect significant views into, and out of, the area;
- d. retain all existing open space, whether public or private, which contributes positively to the historic character of the area; and
- e. retain trees which contribute positively to the historic character of the area.

Proposals for alterations, or extensions, to unlisted buildings in Conservation Areas must:

- a. respect and complement the period, style and architectural character of the building;
- b. in the case of extensions, be subservient to the existing building in scale, height, massing and protect its proportions and setting;
- c. follow the further detailed guidance contained in this SG for repairs, alterations and extensions;
- d. avoid the loss of existing traditional features of value; and
- e. not erode the character of the building or Conservation Area by the use of inappropriate design details or poor quality materials (developers/applicants should seek advice on materials from the Council).

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 a Listed Building, or its ancillary buildings and properties within Conservation Areas should be subsidiary in scale, sympathetic in design, reflect and respond to the character of the Listed Building and/or 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.

Roofs should be ridged or mono-pitched. Flat roofs should be avoided unless the intention is to provide a green roofing system or the design is integral to an overall approved contemporary design.

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.

Committee should note:

- The property is unlisted and located within the Scotstoun Conservation Area.
- SG9 states “*Gardens with flowers, trees and shrubs are an important part of a Conservation Area’s character and their retention is encouraged*”.
- The proposal would be set back from the front elevation of the existing building and set below the roof ridge.
- The proposed concrete roof tiles would not match that of the existing roof, which uses natural slate.
- The roof would be pitched and not flat, in line with SG9.
- The original chimney would not be retained, contrary to SG9.
- The established plot pattern within the terrace would be lost, contrary to SG9.

Committee should consider:

- If the proposal would preserve and enhance the special character and appearance of the Scotstoun Conservation Area and respect its historic context;
- If the proposal is of a high standard of design, respecting the local architectural and historic context and uses materials appropriate to the historic environment;
- If the proposal would erode the character of the building or Conservation Area by the use of inappropriate design or poor quality materials; and
- If the extension would be subservient to the existing building in scale, height and massing.

6.6 **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 proposal:

- 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.
- Committee should consider whether this proposal is consistent with the qualities of successful places.

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.