



Planning Applications Committee

Report by

Executive Director of Neighbourhoods, Regeneration and Sustainability

Item 1(c)

5th August 2025

Contact: Susannah Groves **Phone:** susannah.groves@glasgow.gov.uk

Application Type Full Planning Permission

Recommendation Grant Subject to Condition(s)

Application	24/02782/FUL	Date Valid	29.11.2024
Site Address	45 Arlington Street Glasgow		
Proposal	Installation of plant - air source heat pump (retrospective)		
Applicant	West Of Scotland Housing Association 40 Barrowfield Drive Glasgow G40 3QH	Agent	Sheenagh Gray Framed Estates Ltd Suite 5001, Mile End Mill 12 Seedhill Road Paisley Renfrewshire PA1 1JS
Ward No(s)	11, Hillhead	Community Council	02_030, Woodlands & Park
Conservation Area	Woodlands	Listed	
Advert Type	Affecting a Conservation Area/Listed Building Affecting a Conservation Area/Listed Building	Published	
City Plan			

Representations/Consultations

A total of 28 representations have been received in relation to the application, 27 of which object to the proposal. These include a submission from the Woodlands and Park Community Council, as well as a petition from the tenants of 45 Arlington Road. The grounds of objection are summarised below and are addressed in more detail within the Assessment and Conclusion section of this report.

Noise Impact:

- Concerns about significant noise levels, particularly during colder weather and nighttime operation, impacting residential amenity.
- Residents report the heat pump can be heard even with windows closed and background noise, such as TV or extractor fans.
- The submitted Noise Impact Assessment (NIA) is considered incomplete and unreliable, having been carried out in mild temperatures (10–13°C), which do not reflect typical noise levels during colder periods when the unit operates more intensively.
- It is claimed that the NIA does not fully comply with MCS Planning Standards, BS4142:2014, or WHO guidelines, and underestimates real-world noise disturbance.
- Objectors request a revised assessment during colder weather using best practice methodology, with accurate positioning and conditions.

Design, Visual, and Character Impact:

- The ASHP and its industrial scale and appearance are considered out of character with the surrounding residential and conservation setting.
- The design and cladding of the pump, as well as the wooden enclosure, are described as visually intrusive, unsympathetic, and creating an untidy appearance that detracts from the character and enjoyment of private outdoor space.
- The development is seen as failing to respect the architectural or landscape qualities of the Conservation Area.

Tree Impact and Procedural Concerns:

- Allegations that trees have been removed or disturbed without proper documentation.
- The application form is said to be incorrectly completed, with trees not marked on the submitted plans.
- Concern that tree loss further undermines the character and environmental value of the conservation area.

Environmental and Technical Risks:

- Concerns raised about potential refrigerant leaks, which could pose an environmental risk, particularly given the high global warming potential (GWP) of some refrigerants used in ASHPs.
- In a conservation setting, both built and natural heritage protection should be prioritised, and such environmental risks must be fully considered

CONSULTATIONS

No external consultations were undertaken. NRS Environmental Health were consulted and had no objections to the proposal subject to a standard safeguarding condition regarding noise levels.

SITE AND DESCRIPTION

The application site comprises a three-storey block of sheltered accommodation flats located on the west side of Arlington Street, within Ward 11. The building forms part of a modern development within the Woodlands Conservation Area, dating from the mid-1990s. It is bounded to the south and west by traditional tenement buildings, to the north by the Arlington Baths and to the east across Arlington Road is Woodlands Millennium Park.

Architecturally, the property is of a modern design which imitates the adjacent Arlington Baths Building and is finished in buff brickwork, grey roof tiles, and brown timber-framed windows.

The building has a distinctive footprint, with its principal elevation fronting directly onto Arlington Street whilst to the rear the building line has three projecting elements. Access to the rear is provided via a gated entrance at the side of the building. To the rear, there is a communal garden area, alongside a hardstanding used for car parking.

Due to level differences across the site, the car park and the air source heat pump (ASHP) are located at a higher elevation than the rest of the rear communal garden. To the north and west of the site lies a row of tenement properties fronting West End Park Street. Their rear gardens back directly onto the application site and sit at a lower level than the communal garden and ASHP installation.

The application site is bounded by a combination of iron railings, masonry walls, and hedging, providing a degree of screening to the surrounding area.

PRE-APPLICATION PROCESS

No formal pre-application advice was requested by the applicant or their agent.

THE PROPOSAL

The application seeks retrospective planning permission for the installation of an ASHP to the rear of the sheltered housing block at 45 Arlington Street. The area where the ASHP has been installed was previously used as an outdoor amenity space for the residents of the development

The ASHP unit measures approximately 2.4 metres in height and 2.5 metres in width and has the appearance of a steel mechanical plant. To conceal the equipment, it is enclosed by a timber screen fence, approximately 2.6 metres high and 2.3 wide by 3.4 metres long. A timber door is located on the south-west side allowing access for maintenance. The structure will be fully enclosed by a timber roof.

SPECIFIED MATTERS

Planning legislation requires the planning register to include information on the processing of each planning application (a Report of Handling) and identifies a range of information that must be included. This obligation is aimed at informing interested parties of factors that might have had a bearing on the processing of the application. Some of the required information relates to consultations and representations that have been received and is provided elsewhere in this Committee Report. The remainder of the information and a response to each points to be addressed is detailed below.

A. Summary of the main issues raised where the following were submitted or carried out

i. Environmental Statement

Not applicable to this application

ii. An appropriate assessment under the Conservation (Natural Habitats etc.) Regulations 1994.

Not applicable to this application

iii. A Design Statement or a Design and Access Statement

No Design and Access Statement has been submitted.

iv. Any report on the impact or potential impact of the proposed development (for example the Retail Impact, Transport Impact, Noise Impact or Risk of Flooding).

Due to the nature of the development, a noise impact assessment was submitted by the applicant. Based on the information and data submitted the equipment will operate within acceptable noise limits and as such NRS Environmental Health have no objections to this proposal on noise grounds.

B. Summary of the terms of any Section 75 Planning Agreement

Not required

C. Details of directions by Scottish Ministers under Regulation 30, 31 or 32

These regulations enable Scottish Ministers to give directions.

i. With regards to Environmental Impact Assessment Regulations (Regulation 30)

Not applicable to this application

ii. 1 Requiring the Council to give information as to the manner in which an application has been dealt with (Regulation 31)

No direction has been made by Scottish Ministers/ Not applicable

2. Restricting the grant of planning permission

No direction has been made by Scottish Ministers/ Not applicable

iii. 1. Requiring the Council to consider imposing a condition specified by Scottish Ministers

Not applicable to this application

2. Requiring the Council not to grant planning permission without satisfying Scottish Ministers that the Council has considered to the condition and that it will either imposed or need not be imposed.

Not applicable to this application.

POLICIES

NATIONAL PLANNING FRAMEWORK 4

National Planning Framework 4 (NPF4) was adopted on the 13th of February 2023. NPF4 is the national spatial strategy for Scotland. It sets out spatial principles, regional priorities, national development and natural planning policy for Scotland. The relevant policies are:

Policy 1: Tackling the Climate and Nature Crisis

Policy 2: Climate Mitigation and Adaptation

Policy 14: Design, Quality and Place

Policy 23: Health and Safety

GLASGOW CITY DEVELOPMENT PLAN

The Glasgow City Development Plan was adopted on 29th March 2017. This application is categorised as a 'local development'. The relevant policies and associated supplementary guidance are:

CDP 1: The Placemaking Principle

CDP 2: Sustainable Spatial Strategy

CDP 9: Historic Environment

SG1: The Placemaking Principle (Part 2)

SG 9: Historic Environment

Assessment and Conclusions

Sections 25 and 37 of the Town and Country Planning (Scotland) Act 1997 (As subsequently amended) require that planning applications be determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise.

In terms of this application therefore, the determining issues are considered to be:

- a) Whether the proposal accords with the relevant provisions of the Development Plan; and
- b) Whether any other material considerations, such as consultations or representations, have been satisfactorily addressed in the assessment of this proposal.

DEVELOPMENT PLAN POLICY CONSIDERATIONS

In respect of a), the Development Plan consists of the National Planning Framework 4 and the adopted Glasgow City Development Plan 2017. The relevant policies are outlined below.

NATIONAL PLANNING FRAMEWORK 4

Policy 1: Tackling the Climate and Nature Crisis

Policy 2: Climate Mitigation and Adaptation

Policy 1 and Policy 2 are overarching policies which must be taken into consideration for all development proposals. These policies seek to encourage, promote and facilitate development that addresses the global climate emergency and nature crisis. It states that when considering development proposals significant weight will be given to the global climate and nature crisis.

Comment: The plant forms part of a broader programme by the West of Scotland Housing Association to decarbonise its existing housing stock and move towards net zero standards. The installation of the ASHP at Arlington Street is intended to reduce the building's reliance on fossil fuels and lower its operational carbon emissions.

Accordingly, the proposal is considered to make a positive contribution to national climate objectives and aligns with the overarching aims of Policies 1 and 2. The development does not result in any significant harm to the climate or nature and supports the transition to more sustainable forms of energy in line with national policy direction.

Policy 14: Design, Quality and Place

The aim of Policy 14 is to encourage and facilitate well-designed development that contributes to successful places by applying a design-led approach and the Place Principle. Proposals are expected to improve the quality of their surroundings, regardless of scale, and must demonstrate alignment with the six qualities of successful places: distinctive, safe and pleasant, welcoming, adaptable, resource-efficient, and easy to move around. Poorly designed proposals, or those that harm the amenity or character of the surrounding area, will not be supported.

Comment: The ASHP is located to the rear of the retirement housing complex, adjacent to the communal garden and is not visible from any public street. While the ASHP has a functional and industrial character, it is fully enclosed by a timber fence which helps to significantly reduce its visual impact and allows the structure to integrate more sympathetically within its residential setting.

The enclosure resembles a modest ancillary timber structure and does not materially detract from the design quality or architectural character of the host building. In terms of siting and materials, the plant is considered appropriate and respectful of its context.

The revised Noise Impact Assessment indicates that any impact on residential amenity will be within acceptable noise limits, with the fence and enclosure roof providing further mitigation to reduce any potential disturbance.

Overall, the proposal aligns with the six qualities of successful places and is consistent with the aims of Policy 14. The development's impact on the character and environmental quality of the surrounding area is considered minimal and appropriately mitigated through design and screening.

Policy 23: Health and Safety

Policy 23 aims to protect people and places from environmental harm by mitigating risks related to safety hazards and promoting developments that improve health and wellbeing. Proposals likely to cause unacceptable noise impacts will not be supported. A Noise Impact Assessment (NIA) may be required where the nature or location of the proposal suggests significant effects on amenity.

Comment: The proposal is not considered to raise any significant health or safety concerns. The applicant has submitted a Noise Impact Assessment, which demonstrates that the noise levels generated by the ASHP are within acceptable limits.

Noise measurements taken during the day, evening, and night show that the ASHP does not increase ambient noise levels beyond the World Health Organization (WHO) guidelines. The data confirms compliance with standard noise safeguarding conditions. The updated noise assessment indicates the heat pump is noticeably quieter compared to previous assessments, likely reflecting the effectiveness of mitigation measures implemented since then.

While the testing temperatures during this latest assessment were warmer than earlier visits, the noise measurements were conducted at the same locations, providing a consistent basis for comparison.

On balance, the noise impact of the ASHP is considered acceptable and compliant with the requirements of Policy 23

CITY DEVELOPMENT PLAN

CDP1 and SG1 – Placemaking Principle

Policy CDP 1 is an overarching policy that applies to all development proposals and aims to improve the overall quality of development in Glasgow through a design-led approach. This approach contributes to protecting and enhancing the environment, improving health and reducing health inequalities, fostering an inclusive planning process, and ensuring new development achieves high sustainability standards. CDP 1 requires new development to aspire to the highest standards of design and to respect the environment by responding appropriately to its qualities and character. The associated Supplementary Guidance, SG1 Part 2, supports this policy by providing detailed guidance on the Placemaking Principle.

SG1: The Placemaking Principle (Part 2) – Alterations to Shops and Other Commercial Buildings provides specific guidance relevant to the proposal under consideration. The guidance seeks to ensure that such alterations enhance the appearance of buildings and the street scene, respect the historic character of the property, and avoid causing disamenity to neighbours.

With regard to Chiller/Air Conditioning Units:

- a) External fittings, such as air conditioning units, should be located out of public view—preferably on rear or side elevations, concealed on a roof, or within back yards; and
- b) Within residential buildings, units should be sited to minimise noise and vibration, generally positioned away from residential windows.

Comment: The ASHP is considered to comply with the guidance set out in CDP1 and SG1. The mechanical plant is sited to the rear of the complex and fully enclosed within a timber structure, effectively screening it from public view. It is not visible from Arlington Street or any other public vantage points.

In terms of siting, the unit is located approximately 15.3 metres from the nearest tenement properties to the northwest and 6.3 metres from the flats at 45 Arlington Street, which the ASHP serves. This positioning, combined with the physical enclosure, helps minimise both visual impact and potential noise disturbance. Environmental Health has reviewed the revised noise impact assessment submitted by the applicant and are satisfied with the data and conclusions. A safeguarding condition will be imposed to ensure that noise levels remain within acceptable limits.

As such, the works are considered consistent with the Placemaking Principles of CDP1 and SG1, and does not result in any unacceptable visual or residential amenity impacts

CDP2: Sustainable Spatial Strategy:

This overarching policy seeks to guide the location and form of development to create a 'compact city' form which supports sustainable development. It will also help to ensure that the City is well-positioned to meet the challenges of a changing climate and economy, and to build a resilient physical and social environment which helps attract and retain investment and promotes an improved quality of life.

Comment: The proposal meets the overall aims of the CDP2 as it will support the operation of the flats.

CDP 9 and SG 9: Historic Environment

This policy and guidance 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. This will be achieved by assessing the impact of proposed developments and supporting high quality design that respects and complements the character and appearance of the historic environment and the special architectural or historic interests of its Listed Buildings, Conservation Areas, Scheduled Monuments, archaeological remains, historic gardens and designed landscapes and their settings, or by mitigating unavoidable adverse effects on them.

Comment: The application site is not a Listed building but is within the Woodlands Conservation Area. The property to which the ASPH will be servicing is of a modern design dating from the mid-1990s. In terms of scale and aesthetics, the ASHP unit is not readily observable from a public area. Consequently, the timber fencing which encloses the unit is considered to meet a suitable standard of design while having a neutral impact on the conservation area.

MATERIAL CONSIDERATIONS

With regard to b), whether any material considerations have been raised during the application process that would outweigh the provisions of the statutory Development Plan, the representations and consultations received for this application are material consideration and have been summarised below:

CONSULTATIONS

NRS Environmental Health were consulted on this application. They had no objections to the proposal subject to a standard safeguarding condition regarding noise levels.

REPRESENTATIONS

A total of 28 representations have been received in relation to the application, 27 of which object to the proposal. These include a submission from the Woodlands and Park Community Council, as well as a petition from the tenants of 45 Arlington Street. The grounds of objection are summarised, with appropriate comment, as follows.

Noise Impact:

- Concerns about significant noise levels, particularly during colder weather and nighttime operation, impacting residential amenity.
- Residents report the heat pump can be heard even with windows closed and background noise, such as TV or extractor fans.
- The submitted Noise Impact Assessment (NIA) is considered incomplete and unreliable, having been carried out in mild temperatures (10–13°C), which do not reflect typical noise levels during colder periods when the unit operates more intensively.

Comment: NRS Environmental Health were consulted and have no objections to the proposal, subject to a standard safeguarding condition on noise levels. The noise emitted by the mechanical plant is expected to comply with these limits. In order to address noise concerns the applicant has installed a timber fence around the ASHP and conducted a further Noise Impact Assessment to assess their impact. It was concluded in the second report that the heat pump was noticeably quieter compared to the previous visit, likely due to the mitigation measures that have since been implemented. The noise measurements were taken at the same locations as during the earlier assessment, although the temperatures during this round of testing were warmer.

Design, Visual, and Character Impact:

- The ASHP and its industrial scale and appearance are considered out of character with the surrounding residential and conservation setting.
- The design and cladding of the pump, as well as the wooden enclosure, are described as visually intrusive, unsympathetic, and creating an untidy appearance that detracts from the character and enjoyment of private outdoor space.
- The development is seen as failing to respect the architectural or landscape qualities of the Conservation Area.

Comment: The location of the ASHP away from the primary street frontage and out of public view helps minimise its visual impact on the streetscape and character of the Woodlands Conservation Area.

While the ASHP equipment is of an industrial nature, its siting to the rear of the sheltered housing complex and its enclosure within a timber fence have been designed to minimise visual intrusion and to reduce its impact on the character of the area. The timber enclosure gives the appearance of a shed and is therefore not unlike structures commonly found within tenement back court areas throughout the City. This structure mitigates the mechanical appearance and helps to integrate the structure into its context. Without the screening the metal plant would be more visible and more intrusive in this rear garden setting.

On balance, although the ASHP represents a modern utilitarian feature, its careful location and treatment are consistent with the policy aims to protect the visual and historic character of the area while allowing for sustainable energy solutions necessary to reduce carbon emissions in line with wider climate objectives

Tree Impact and Procedural Concerns:

- Allegations that trees have been removed or disturbed without proper documentation.
- The application form is said to be incorrectly completed, with trees not marked on the submitted plans.
- Concern that tree loss further undermines the character and environmental value of the conservation area

Comment: It is noted that several representations have raised concerns regarding the potential removal or impact on trees in the vicinity of the site. However, the trees referenced appear to be outwith the application site boundary (i.e. outside the red line boundary) and appear to be situated within neighbouring gardens. While their canopies may overhang the application site, these trees are not within the applicant's control and therefore cannot be directly assessed or conditioned as part of this application.

As such, their presence does not constitute a material planning consideration, and any works to those trees would be subject to separate consent or legal agreements between property owners if protected (e.g. by Tree Preservation Orders or Conservation Area controls).

Nonetheless, to respond positively to the concerns raised and to enhance amenity in line with placemaking objectives (SG1/NPF4 Policy 14), a condition requiring compensatory planting or landscape enhancement within the application site may be considered appropriate and proportionate.

Environmental and Technical Risks:

- Concerns raised about potential refrigerant leaks, which could pose an environmental risk, particularly given the high global warming potential (GWP) of some refrigerants used in ASHPs.
- In a conservation setting, both built and natural heritage protection should be prioritised, and such environmental risks must be fully considered

Comment: The applicant has provided background information confirming that the installation forms part of a wider decarbonisation programme by West of Scotland Housing Association, which is upgrading its existing housing stock in line with national net zero targets. This includes the rollout of energy-efficient technologies such as ASHPs, photovoltaic panels (PVs), and external wall insulation (EWI).

In this case, the ASHP installation at Arlington Street is intended to reduce the building's reliance on fossil fuels and lower its overall carbon emissions, supporting the objectives of NPF4 Policy 2 (Climate Mitigation and Adaptation), which encourages development that contributes to Scotland's net zero targets and adapts to the impacts of climate change.

While concerns have been raised regarding the potential for refrigerant leaks from ASHP systems, it is important to note that these systems are subject to strict technical standards and regulatory controls under UK law, including the F-Gas Regulations, which govern the use and handling of fluorinated gases with high global warming potential. Installers are required to be certified, and leak detection measures are built into system design and maintenance requirements. These technical risks are therefore considered low and manageable when systems are installed and operated in accordance with industry standards.

A planning condition will ensure that a maintenance and servicing strategy of the plant shall be submitted for the approval of the Planning Authority.

CONCLUSIONS AND RECOMMENDATIONS

It is considered that the installation of the Air Source Heat Pump is in accordance with NPF4 and the relevant policies and supplementary guidance of the adopted Development Plan.

The ASHP forms part of a broader programme by the West of Scotland Housing Association to decarbonise its existing housing stock and move towards net zero standards. As such the proposal will make a positive contribution to national climate objectives. The location of the plant to the rear of the property has been chosen to ensure that there is no impact on the character of Woodlands Conservation Area. The screening of the plant within a timber enclosure helps ensure reduce any visual or noise impact. The submitted Noise Assessment demonstrates the plant operates within acceptable noise limits which will be controlled by planning condition.

Other material considerations, including the consultations responses and the points raised in the representations have been considered but do not outweigh the proposal's accordance with the Development Plan.

Accordingly, it is recommended that planning permission is granted, subject to the following conditions.

Conditions and Reasons

1. The development to which this permission relates shall be begun no later than the expiration of three years beginning with the date of grant of this permission.

Reason: In the interests of certainty and the proper planning of the area, and to comply with section 58(1) of the Town and Country Planning (Scotland) Act 1997, as amended.

2. Noise from or associated with the completed development (the building and fixed plant) shall not give rise to a noise level, assessed with windows closed, within any dwelling or noise sensitive building in excess of that equivalent to Noise Rating Curve 35 between 0700 and 2200, and Noise Rating Curve 25 at all other times.

Reason: To protect the occupiers of dwellings or noise sensitive buildings from excessive noise

3. Within two months of the date of this planning permission, a scheme of landscaping shall be submitted to and approved in writing by the planning authority. The scheme shall include details of both hard and soft landscaping works, boundary treatments, and any trees or other features proposed around the ASHP unit. The agreed works shall be implemented on site in the approved manner.

Reason: All landscaping works, including planting, seeding, surfacing, and other elements, shall be carried out in full accordance with the approved scheme and completed within the first available planting season following approval, unless otherwise agreed in writing with the planning authority

4. Within two months of the date of this consent full details of a servicing strategy for the equipment shall be submitted for the written approval of the planning authority and thereafter implemented in the approved manner.

Reason: To enable the planning authority to monitor the servicing of the Air Source Heat Pump equipment.

DRAWINGS

The development shall be implemented in accordance with the approved drawing(s)

1. 773.AP.102 Proposed Site Plan Received 14 November 2024
2. 773.AP.200 Proposed ASHP Elevations Received 11 July 2025
3. 773.AP.201 (A) Proposed ASHP Elevations with fence Received 11 July 2025

As qualified by the above condition(s), or as otherwise agreed in writing with the Planning Authority

REASON(S) FOR GRANTING THIS APPLICATION

01. The proposal was considered to be in accordance with the Development Plan and there were no material considerations which outweighed the proposal's accordance with the Development Plan.

Advisory Notes to Applicant

None

Advisory Notes to Council

None

for Executive Director of Neighbourhoods, Regeneration and Sustainability

DC/SGR/23/07/2025