

REPORT OF HANDLING FOR APPLICATION 24/00077/FUL

ADDRESS:	27 Onslow Drive Glasgow G31 2LY
PROPOSAL:	Sub-division of dwellinghouse to form 2no. flatted dwellings and associated external works.
DATE OF ADVERT:	16 February 2024
NO OF REPRESENTATIONS AND SUMMARY OF ISSUES RAISED	46 neighbour notification letters were issued, the application was advertised in the local press and included in the Weekly List of Applications. No representations were received.
PARTIES CONSULTED AND RESPONSES	NONE.
PRE-APPLICATION COMMENTS	The applicant engaged in pre-application discussions with the Council in 2023. Initially the applicant was seeking advice on the conversion of the property to three self-contained dwellings with associated amenity space and internal alterations. Through discussions with the applicant, the Council advised that a reduction in the number of units would be required to achieve the appropriate levels of amenity and suitable access for residents. Advice was also given on providing internal front and rear access for all dwellings, privacy issues, the impact of the proposal on the Conservation Area, refuse and car and cycle parking provision.
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>NPF4 was adopted on 13th February 2023 and is the national spatial strategy for Scotland. Glasgow City Council, as planning authority, must assess all proposed development against its policies. The following policies are considered to be relevant for this application:</p> <ul style="list-style-type: none"> • Policy 1: Tackling the Climate and Nature Crises • Policy 2: Climate Mitigation and Adaptation • Policy 7: Historic Assets and Places • Policy 12: Zero Waste • Policy 13: Sustainable Transport • Policy 16: Quality Homes
CITY DEVELOPMENT PLAN POLICIES	<p>The following policies (CD) and associated supplementary guidance (SG) are considered relevant to this application:</p> <ul style="list-style-type: none"> • CDP1 & SG1: The Placemaking Principle

	<ul style="list-style-type: none"> • CDP9 & SG9: Historic Environment • CDP11 & SG11: Sustainable Transport
OTHER MATERIAL CONSIDERATIONS	The property is located within the Dennistoun Conservation Area.
REASON FOR DECISION	The proposal is 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.

	COMMENTS
PLANNING HISTORY	No planning history recorded.
SITE VISITS (DATES)	March 2024.
SITING	The application site is a two-storey mid-terrace dwelling located within the Dennistoun Conservation Area. The property is blond sandstone with gardens to the front and rear. Adjoining to the rear of the property is a two-storey annex building and a communal lane and the property is within Ward 22- Dennistoun.
DESIGN AND MATERIALS	<p>The proposal is for the sub-division of the existing property to form 2 self-contained dwellings. This will result in 1 four-bedroom property (Property 1) which will occupy the ground floor of the dwelling and both floors of the annex. The other dwelling (Property 2) will consist of three bedrooms which will occupy the first floor of the property. Entry to the properties will be via a communal close off Onslow Drive. The larger 4-bedroom property will also have access to the rear garden and lane.</p> <p>The amenity space for Property 1 will be at the rear with bin and cycle storage and there is a rear access to this space within Property 1. Property 2 will have its amenity space within the front garden of the dwelling with their bin and cycle storage within this space. Property 2 will only have front access and no internal rear access for Property 2 will be provided.</p> <p>External alterations:</p> <ul style="list-style-type: none"> • Existing chimney and tiled roof (front elevation) to be retained and repaired. • Existing skylight to be removed (rear elevation) and replaced with Velux Conservation type rooflight (replacement will fit into existing opening). • Undertake stone repairs to rear external stonework. • Open mortar joints brick gable on annex building to be repointed where needed. • Existing steep bars to be removed from ground level window of property at rear. <p>No external works are proposed for the front elevation.</p>
DAYLIGHT	No issues.
ASPECT	<p>All proposed dwellings will have dual aspect. Most of the external alterations will be undertaken on the rear of the property and on the annex building. Bin and cycle stores for Property 2 (upper floor) will be located within the front garden. As the site is within a Conservation Area, policy states that bin stores should be located at the rear of property's and preferably incorporated into the rear boundary wall. It is considered that the location of this bin store will adversely impact on the character of the Conservation Area.</p> <p>Bin and cycle stores for Property 1 will be located within the rear garden.</p>
PRIVACY	There is a serious privacy issue with the ground floor windows of Property 1 looking out onto Property 2's private amenity area and this would result in direct overlooking of this space.
ADJACENT LEVELS	The site is relatively flat.
LANDSCAPING (INCLUDING	Property 1 will have around 45sq.m at the rear of the property and Property 2 will have 32sq.m located at the front.

GARDEN GROUND)	While the front garden is south facing, it is considered that this amenity space (for Property 2) is not private given its close proximity to the street and direct overlooking from Property 1's habitable room. Furthermore, this causes serious privacy issues.
ACCESS AND PARKING	The main access for both dwellings will be taken from the street, with a communal stair on the ground floor of the property. The applicant has not provided internal front and rear access for Property 2. Instead, Property 1 will be the only dwelling which has both front and rear access. The applicant has stated that this is due to floor level differences within the main dwelling and ancillary building which prevent a circulation space being created between the back door and communal hallway. The applicant has not provided any other possible solution for internal access.
SITE CONSTRAINTS	The application site is located within the Dennistoun Conservation Area.
OTHER COMMENTS	<p>Section 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.</p> <p>In addition, Section 64 require the Council to pay special regard to any buildings or other land in a Conservation Area, including desirability of preserving or enhancing the character or appearance of that area. 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 enhance the character or appearance of the Conservation Area; Whether any other material considerations (including objections) have been satisfactorily addressed. <p>In respect of (a), the Development Plan comprises the National Planning Framework 4 adopted 13th February 2023 and the Glasgow City Development Plan adopted 29th March 2017.</p> <p><u>National Planning Framework 4 (NPF4)</u></p> <p>The following policies are considered relevant to this application:</p> <ul style="list-style-type: none"> • Policy 1: Tackling the Climate and Nature Crises • Policy 2: Climate Mitigation and Adaptation • Policy 7: Historic Assets and Places • Policy 12: Zero Waste • Policy 13: Sustainable Transport • Policy 16: Quality Homes <p>Policies 1 and 2 intend to encourage, promote and facilitate development that addresses the global climate emergency and nature crises and that minimise and adapt to the current and future impacts of climate change.</p> <p>Comment: The proposal will extend the life of the existing dwellings by improving the property to meet the needs of current and future residents.</p> <p>Policy 7 states that 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. Relevant considerations include:</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>Comment: It is considered that the proposal will preserve the character and appearance of the property and the Conservation Area. Stone repairs will be undertaken where delamination has occurred, and a safeguarding condition will be attached to ensure that the full extent of stonework repairs is submitted and approved by the Planning Authority</p>

before work commences. However, the Council has concerns about the location of the bin store for Property 2 and this is discussed further in CDP9 and SG9.

Policy 12 states that development proposals that are likely to generate waste when operational, including residential, 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 separate 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.

Comment: External bin storage has been provided for both flats with Property 1's bin store located in the rear garden and Property 2's bin store provided within the front garden.

Policy 13 states that development proposals which are ambitious in terms of low/no car parking will be supported in urban locations that are well-served by sustainable transport modes and where they do not create barriers to access by disabled people.

Comment: No car parking provision is proposed. The application site is located in a "Base Accessibility" area. The proposal includes cycle storage provision which will help to promote sustainable transport. It is noted that the application site is located in an area with a high level of on-street parking.

Policy 16 states that householder development proposals will be supported where they:

- i. 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; and
- ii. Do not have a detrimental effect on the neighbouring properties in terms of physical impact, overshadowing or overlooking.

Comment: It is considered that the external alterations will not have a detrimental effect on the neighbouring properties in terms of physical impact, overshadowing or overlooking (the rear garden has existing timber fencing to ensure privacy for the residents of the flat and neighbours). It is considered that the internal alterations will not have detrimental impact on the character or environmental quality of the home or surrounding area.

However, the Council has serious concerns over front to rear access, privacy and the amenity space for Property 2 which could impact on the environmental character of the area.

City Development Plan

The following policies (CDP) and associated supplementary guidance (SG) are relevant:

- **CDP1 & SG1:** The Placemaking Principle
- **CDP9 & SG9:** Historic Environment
- **CDP11 & SG11:** Sustainable Transport

Policy CDP1 is an overarching policy which must be considered for all development proposals to help achieve the key aims of the Glasgow City Development Plan. **SG1** comprises two parts; Part 1 provides the context and approach of Placemaking established in CDP1 and part 2 contains detailed assessment criteria for conversion and subdivision of buildings.

2.52 General Standards- Proposals for conversions or subdivisions should comply with the following general standards:

- a) *All dwellings should, ideally, have dual aspect. Where single aspect is proposed developers will be required to demonstrate that the amenity is enjoyed by the flats is similar, if not better than that of dual aspect flats in a similar location.*

- b) *All habitable rooms should receive natural daylight and ventilation. A minimum of 18 metres should be provide between habitable room windows directly facing windows in buildings on adjacent sites, wherever possible.*
- c) *Access to upper floors should be provided internally. External stairs should not be visible from any public area as they detract from the visually amenity of buildings and the surrounding streetscene;*
- d) *There should be internal access to each dwelling to both the front and rear of the building to enable occupants to reach refuse/recycling facilities and private/communal amenity space;*
- e) *Parking provision should accord with SG11- Sustainable Transport.*

Comment: The proposal is for the sub-division of a terraced property into two flats. All flats have dual aspect except the two bedrooms of Property 1 which have single aspect as these are located in the annex building.

It is considered that most of the habitable rooms will receive appropriate levels of daylighting and ventilation. However, it is important to note that the bedrooms in the annex building will be north facing so may not receive as much daylighting as the other bedrooms in Property 1.

An internal communal stair and common front access will provide access to the upper floor.

Internal front and rear access have not been provided for both dwellings. Property 1 will be the only dwelling which has front and rear access to their private amenity and bin/cycle stores. Property 2 has been provided with amenity space and cycle/bin stores at the front of the property, however this property does not have internal access to the rear of the dwelling. The applicant has stated that an internal circulation space cannot be created from the communal hallway/staircase due to the differing floor levels of the ancillary building. In addition, the applicant confirmed that their intention was that the rear garden area would solely be for the resident of Property 1. There is no path to the side of the building as the dwelling is within a terrace. While the applicant has pointed to other examples of this arrangement within the surrounding area, the case officer could not identify any planning history for these dwellings.

The proposal does not include the provision of car parking and it is noted that the application site is located in an area with high levels of on-street parking.

On balance, while the proposal does meet some of the general standards of SG1, it is considered that the lack of internal front and rear access for Property 2 is a serious policy failure and therefore, the proposal does not comply with **CDP1** and **SG1**.

SG 1 provides the following guidance for private garden space for each flat:

- a) *where this is not proposed, the developer should provide useable communal private garden space for residents; a shared "backcourt" or "backcourts". These areas should be screened from public view and secured from public access. To minimise energy use, provision in these areas should also be made for clothes poles, to allow outside clothes drying; and*
- b) *provision of garden space, refuse/recycling space etc should not result in the removal of trees, important to the amenity of the area.*

Comment: The proposal has identified amenity spaces for both flats; Property 1's amenity space is located to the rear and Property 2's is located to the front of the dwelling. The Council considers that Property 2's amenity space is not private given its close proximity to the street and the significant privacy issues from overlooking of the ground floor habitable room. The applicant has failed to identify a clothes drying area for the front amenity space and the Council considers that this would cause an adverse visual impact on the character of the Conservation Area.

Therefore, it is considered that the proposal has failed to provide private amenity space for the proposed flats and the proposal does not comply with **CDP1** and **SG1**.

Policy **CDP9** and **SG9** provides guidance relating to the design and materials standards expected for proposal located within Conservation Areas and Listed Buildings. **SG9**

advises that 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.*

Comment: It is considered that the external alterations will respect the architectural character of the building. The proposal includes stone repairs and repointing of stonework to the rear of the dwelling, repair of the chimney, replacement of rooflight and replacement of rainwater goods. Given that the existing rainwater goods are UPVC, the Council accepts that this is a suitable material for replacement as these will not be visible from a public street. However, the location of Property 2's bin storage is considered to adversely impact on the character of the Conservation Area.

Replacement of windows in unlisted buildings within Conservation Areas

Replacement will generally be supported where:

- a) *existing windows are of an inappropriate design;*
- b) *existing windows are incapable of repair;*
- c) *any proposed windows, visible from public area, match the originals exactly in their design, profile, method of opening and materials (UPVC is not acceptable);*
- d) *proposed windows on rear or side elevations, not visible from a public area, match the original proportions but may have a different material and/or method of opening.*

Comment: The proposal includes the conversion of rear doors to windows on the ground floor of the dwelling. Given that these new windows would be located on the rear of the property, it is considered that UPVC is acceptable provided they match the proportions of the original sash and case windows.

2.19 Stone Repair

Repairs should be carried out using masonry and line/sand pointing that match the original in every respect including density, porosity, colour, texture, profile and coursing pattern/ Pointing repairs should match the original in every respect including materials, width and profile.

Comment: It is proposed to use Lithomix for the stone repairs of the dwelling. These repair mediums should only be used for small areas of stone such as reforming a feature. Where extensive repair of masonry is required across an elevation, stone replacement would be a better option. Before carrying out stone work repairs, the need for repair should be established based on the degree to which the stone has deteriorated and whether its function is affected. The applicant has not provided information on the existing condition of the stonework and therefore, it is unknown whether repair could be achievable. However, safeguarding conditions can be attached to allow for this information to be submitted to the Planning Authority before work commences.

2.141 Bin Stores

Bin stores should be integrated into rear boundary walls, wherever possible and their design should reflect as far as possible the traditional design and materials of the main property or surrounding conservation area.

Comment: The bin storage for Property 2 is proposed to be located within the front garden of the dwelling. While the applicant has confirmed they would be happy to relocate it to the rear garden, the resident of Property 2 would have to walk round the street, along

	<p>the rear lane to take dispose of their bin due to internal access to the rear not provided to Property 2. The Council considers this to be an inappropriate arrangement, could adversely impact on the character of the conservation area and considers that the proposal has failed to provide adequate bin provision.</p> <p>CDP11 details how the City aims to improve connectivity and promote more sustainable patterns of transport. SG11 provide further detailed guidance on car parking and cycle provision.</p> <p><i>6.5 Where possible, every effort should be made to minimise the impact of on-street parking for safety reasons and to reduce visual impact in residential areas (particularly in conservation areas).</i></p> <p>Comment: For this development, Transport Planning colleagues advised that 1 off road parking space per dwelling unit would be required to ensure this residential development does not exacerbate any parking conflict in the surrounding area. It is noted that the Dennistoun area already suffers from a lack of off street parking and is subject to numerous complaints from members of the public and elected members.</p> <p>This proposal does not include any car parking provision and the application site is located within a Base Accessibility area. The applicant has provided two cycle storage areas within the front and rear gardens. Therefore it is considered that the proposal could exacerbate car parking issues resulting in concerns over road safety in the local area. It is considered that the proposal does not comply with CDP11 and SG11.</p> <p>Conclusion: While the proposal has improved since pre-application stage, it is evident that there are still serious policy failures. It is considered that due to the design of the sub-division, the proposal fails to provide private amenity space for Property 2, appropriate bin storage provision and presents serious privacy issues. Furthermore, the lack of car parking provision will exacerbate existing car parking issues within the local area.</p> <p>As outlined in the report, the proposal does not comply with CDP1, SG1, CDP 9, SG9, CDP11 and SG11 of the Glasgow City Development Plan and Policies 7, 13 and 16 of NPF4.</p> <p>Therefore, refusal is recommended.</p>
RECOMMENDATION	Refuse

Date: 23/04/2024	DM Officer	Lorna Bonnes
Date: 24/04/2024	DM Manager	Ian Briggs

Reasons for Refusal

01. The proposal was not considered 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 CDP1 and SG1 of the Glasgow City Development Plan and Policy 16 of NPF4, in that the proposed development, by virtue of its design and scale, does not comply with the general standards set out in CDP1 and SG1. In particular:

- Internal front and rear access has not been provided for Property 2;
- It is considered that the proposed amenity space for Property 2 is not private amenity space given its close proximity to the street and therefore, appropriate provision for Property 2 has not been provided.
- The proposal represents significant privacy issues for both properties given that the windows of the main habitable room of Property 1 front onto the amenity space of Property 2.
- The location of the bin storage for Property 2 will adversely impact on the environmental quality of the property itself and the surrounding area.

03. The proposal is contrary to CDP9 and SG9 of the Glasgow City Development Plan in that the proposed development, due to the location of the bin store (front), adversely impacts on the character of the Conservation Area.

04. The proposal is contrary to CDP11 and SG11 of the Glasgow City Development Plan and policy 13 of NPF4 in that the proposed development does not provide a sufficient level of off-street car parking and as proposed, would exacerbate parking conflicts in the surrounding area which would be detrimental to road safety.