



**Glasgow City Council**

**Planning Local Review Committee**

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

**Item 1**

**25th June 2024**

**Contact: Sam Taylor Ext: 78654**

**24/00034/LOCAL – 5 Hughenden Drive  
Erection of two storey extension to rear 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): 23

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 site is a two-storey, 2-bay, mid terrace townhouse on Hughenden Drive. It is just inside Glasgow West Conservation Area. The site is bounded to the rear by a private lane, which forms the boundary of the conservation area.
- 1.2 The building has a red sandstone frontage and blonde sandstone rear façade. To the rear, where ground levels fall, is a raised, single-storey extension with shallow, hipped roof, and triple sash and case window with stone mullions which match similar triple windows on the 1st floor of the main building. On its west side is a glazed porch which gives access to external stairs to the back garden. Attached to the rear of the building, at lower ground level, is a flat roofed, double garage. The remainder of the garden is hardstanding. The site is bounded to the rear by a service lane. First floor rear windows are tripartite, timber sash and case, 6-over-1 panes. Raised ground floor windows are tripartite and bipartite, timber sash and case.
- 1.3 It is proposed to demolish the existing rear garage, and erect a two-storey extension to the rear of the dwelling, with a terrace at second floor level.
- 1.4 The extension would cover the full width of the plot. It would have a single ply membrane flat roof, aluminium cope and two large rooflights. At raised ground level 5m wide glazed sliding doors would open on to a raised terrace with 1.80 high frosted glass screens on the side boundaries, buff coloured precast concrete cope, composite deck and frameless glass balustrade. The rear elevation would be zinc vertical standing seam cladding which would be coloured green and side elevations in buff facing brick. At lower level would be 4m wide glazed sliding doors to the rear garden, an aluminium door with sand blasted glass and elevations in buff facing brick with a textured finish to reflect the existing stonework. The side boundary wall of the former garage would be retained against the site's east boundary.

## **2 DEVELOPMENT PLAN POLICIES**

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

NPF4 Policy 1 Tackling the climate and nature crisis  
NPF4 Policy 2 Climate mitigation and adaptation  
NPF4 Policy 7 Historic assets and places  
NPF4 Policy 12 Zero waste  
NPF4 Policy 14 Design, quality and place  
NPF4 Policy 16 Quality homes

CDP1 The Placemaking Principle  
CPD9 Historic Environment

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 the National Planning Framework 4 adopted 2023, Policy 7 - Historic Assets and Places, Policy 12 - Zero Waste, Policy 14 - Design, Quality & Place, Policy 16 - Quality Homes and the Glasgow City Development Plan adopted 2017, Policy CDP 1 - The Placemaking Principle and SG 1 - Placemaking (Part 2), Policy CDP9 and SG9 - Historic Environment as specified below, and there is no overriding reason to depart therefrom.
03. The proposed demolition of the garage and the rear sandstone extension would generate significant waste, no measures to mitigate this have been proposed such as reusing materials; this is contrary to the National Planning Framework 4, Policy 12 - Zero Waste whereby development should seek to reduce, reuse and recycle materials in line with the waste hierarchy.
04. The erection of the proposed extension with the associated parking space would reduce the usable garden space area below the 66% threshold set out by SG1 - Placemaking Principle Part 2 - Alterations to Dwellings and Gardens of the Glasgow City Development Plan. For the avoidance of doubt, the policy defines the useable garden space as the land, under the exclusive control of the applicant, attached to a dwelling before the erection of any extension garage which excludes the driveway, garage and parking space.
05. The terrace/ balcony located on the second floor of the extension would increase direct overlooking into the adjacent gardens of 3 and 5 Hughenden Drive; the proposed obscure glazing on the extension's shoulders is not considered an acceptable means to mitigate against privacy issues; this is contrary to SG1 Placemaking Principle Part 2 - Alterations to Dwelling and Gardens of the Glasgow City Development Plan.
06. By virtue of its scale, massing and design the proposed extension fails to respond to the detail of the surrounding streetscape and is not enough subservient to the original property, this is contrary to the Glasgow City Development Plan Policy CDP1 and SG1 Placemaking Principle.
07. The proposed extension has a strong horizontal emphasis which is at odds with the vertical emphasis of the existing building and wider terrace.

By virtue of its scale, massing, occupation of the full plot width, design and materials, the two-storey extension with roof terrace would dominate the original property and does not complement the visual amenity of the surrounding conservation area. This is contrary to Policy CDP9 and SG9 Historic Environment of the Glasgow City Development Plan.

08. The proposed use of green coloured cladding is not in keeping with the character of the terrace and of the surrounding conservation area and contributes to the incongruity of the proposal which is contrary to Policy CDP9 and SG9 Historic Environment of the Glasgow City Development Plan. Drawings

## **4 APPEAL STATEMENT**

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

- The proposal fully complies with Policy CDP1 of the Local Development Plan and all applicable Supplementary Guidance SG1 Placemaking, Residential Development.
- The proposals comply with Historic Scotland guidance on 'New Design in Historic Settings' (May 2010).
- The proposals will allow this family to continue to live and work in this well-loved area.
- It is not disputed that the extension would result in a significant increase in the floor area of the original dwelling. However, as we can demonstrate full compliance with applicable Planning Policy and Supplementary Guidance the proposals are therefore compliant.
- The size and scale of the proposals reflect that of other substantial extensions granted in the neighbourhood and it is therefore implicit that this scale of extension cannot be considered by GCC to dominate this type of house.
- Sun terraces are currently a feature at nos. 1 and 7 Hughenden Drive and at 24 Hughenden Road, and are therefore a common addition to properties in Hughenden Drive.
- A full width extension is not reason in itself to refuse a planning application particularly when the rear of 1 and 3 Hughenden Drive also have extensions spanning the full width. Likewise, similar extensions are found throughout the Glasgow West Conservation Area particularly in terraced properties where the garden areas may be restricted.

- The Daylight/Sunlight Assessment confirms the proposals meet with requirements and this accepted by the officer at page 6 of the Delegated Report. These results also demonstrate the size and mass of the extension complies with requirements in respect of daylight and sunlight to adjacent properties.
- The proposals do not present direct overlooking into any gardens. • The Delegated Report also confirms, that there are no issues in respect of access and parking.
- With reference to its depth, scale and design the proposal would provide a well-designed and suitable addition to the property. The host property is set within a generous plot within the terrace which can comfortably accommodate this extension. Furthermore the proposed extension is not deeper than half the depth of the house.
- The proposals will re-introduce biodiversity to the rear garden via planting and returning amenity for the owners to what is currently a wholly paved area.
- The property currently has traditional green paint to the windows and all metalwork in the garden, a muted green zinc cladding compliments the leafy nature of the rear lane.

4.2 The applicant has requested a hearing session to assist in the determination of this review.

## **5 REPRESENTATIONS AND CONSULTATIONS**

5.1 There were four representations to the application, one from Friends of Glasgow West, one from the Architectural Heritage Society of Scotland and two from neighbouring residents.

5.2 The grounds of objection have been summarised below:

- Overly intrusive extension which would be highly visible
- Overshadowing on neighbouring properties
- Materials are not in keeping with the surrounding conservation area.

5.3 NRS Heritage recommended significant revision of the proposal, or refusal if not amended.

NRS City Design recommended refusal.

## **6 COMMITTEE CONSIDERATIONS**

6.1 The key issues for Committee to consider are:

### **NPF 4**

#### **Policy 1 – Tackling the climate and nature crisis**

The policy seeks to encourage, promote and facilitate development that addresses the global climate emergency and nature crisis. When considering all development proposals significant weight will be given to the global climate and nature crisis.

- Committee should note that the proposal is consistent with the aims of the policy.

#### **Policy 2 – Climate mitigation and adaptation**

The policy encourages, promotes and facilitates development that minimises emissions and adapts to the current and future impacts of climate change.

- Committee should note that the proposal is consistent with the aims of the policy.

#### **Policy 7 - Historic Assets and Places**

The intent of the policy is to protect and enhance historic environment assets and places, and to enable positive change as a catalyst for the regeneration of places. d) 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 the: i. architectural and historic character of the area; ii. existing density, built form and layout; and iii. context and siting, quality of design and suitable materials.

- Committee should consider whether the proposal is in keeping with the built form, layout and context of the surrounding conservation area, and whether it would negatively impact the streetscape and special character of the surrounding conservation area.

#### **Policy 12 – Zero Waste**

The policy sets to encourage, promote and facilitate development that is consistent with the waste hierarchy to reduce and reuse materials in construction.

- Committee should consider whether the proposal could have reused materials following the proposed demolition, and therefore avoid significant waste.

## **Policy 14 – Design, Quality and Place**

The intent of the policy is to encourage, promote and facilitate well designed development that makes successful places by taking a design-led approach and applying the Place Principle. 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.

## **Policy 16 – Quality Homes**

The policy states that 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.

- Committee should consider whether:
  - the proposal is well-designed;
  - would not detract from residential amenity and the character of the surrounding area, in terms of its siting, scale, built form and design; and
  - would contribute to a successful place.

## **Glasgow City Development Plan**

### **SG1 The Placemaking Principle**

#### **CDP1 & SG1 Placemaking Principle**

CDP1 seeks a holistic, design-led approach to development.

SG 1 Part 1 states placemaking priorities in the Historic Environment are:

- a) Protecting and enhancing the unique character of historic buildings, structures and settings;
- b) Promoting new development of the highest design and material quality which respects and integrates with the existing historic environment.

CDP1 The Placemaking Principle Part 2 provides detailed guidance for the development.

**Design and Materials** - Good design improves quality of life. Well-designed homes and neighbourhoods create better and healthier places to live, builds strong communities and can reduce crime, improve energy efficiency and provide homes that keep their value over time. Well-designed environments go further than the minimum. They enhance the sense of well-being, enable healthy lifestyles and create delight.

The following guidance applies:

- 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.

➤ Committee should consider whether:

- the form and scale of the extension is in keeping with the dwelling and the wider area;
- the extension dominates the dwelling; and
- the materials are appropriate to the existing building.

**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 overdevelopment of the site. Adequate car parking shall be maintained within the curtilage of the property after any extension or structure is erected.

• Committee should note that:

- The rear garden is substantially taken up by the double garage and parking spaces.
- The review statement notes that there would be 43.2 sqm garden space remaining after the erection of the extension (this measurement does not include the parking space and driveway, which is not useable private garden space). If the space between the parking space and the house, and the space between the parking space and the eastern boundary are excluded, the proposed garden area would be around 30 sqm.

➤ In view of the particular circumstances of the site, Committee should consider whether:

- Application of the 66% rule is considered to be appropriate,
- Whether a more sensible approach would be to consider whether the useable private garden proposed (either 30 sqm or 42.3 sqm) is sufficient for the household to use;
- Whether the proposed space is of greater value than the current situation; or
- Would the proposal constitute overdevelopment of the site.



**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.

2.7 Exceptions to these distances may be made in situations where windows are at an angle to each other, or, for ground floor rooms, effective permanent screening either exists, or can be erected. Decking is unlikely to be acceptable where, if there is a requirement for the erection of new permanent screening, the screening itself would have a detrimental impact on residential amenity.

- Committee should consider whether:
  - the second storey of the extension and associated terrace would increase direct overlooking of neighbouring gardens.

**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 (see Definition) 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.

The Building Research Establishment (BRE) document 'Site Layout Planning for Daylight and Sunlight: A Guide to Good Practice', second edition (PJ Littlefair, 2011) will be used to assess any impact on daylight or sunlight.

Where deemed necessary, applicants shall be required to provide the following assessments as detailed within the BRE guide to good practice:

- a) single storey extensions will be assessed using the 45° test. Failure on both the elevation and plan would result in a significant loss of daylight to the habitable rooms in the neighbouring house and will not be acceptable;
- b) two storey extensions, or larger, shall be assessed for their impact on habitable rooms of neighbouring properties using the 'Vertical Sky Component'; and
- c) the impact of extensions on private garden ground should be assessed, where considered necessary, using the 'Calculation of Sun on the Ground' test. Applicants should submit this information where requested using three points in time: 9a.m, 12midday and 3pm, for the Spring Equinox. The impact of the

original dwellinghouse must be shown at these times as well as the impact of the proposed extension, to see whether the proposed extension will significantly increase the effect on neighbouring property.

- Committee should note that the proposed extension is not considered to result in an unacceptable impact in terms of daylight and sunlight on neighbouring gardens and habitable rooms.

**Extensions** - Extensions should generally have a pitched roof, should not project in front of the building line (see Definition), 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** – Rear Extensions To reduce the dominance of the extension, two storey rear extensions should also have a ridgeline well below the ridge of the existing house and should not generally be deeper than half the depth of the house.

- Committee should note that:
  - the extension is two storey, and has a flat roof with a terrace;
  - is constructed of contemporary materials.
  - has a ridgeline well below the ridge of the existing house, in accordance with policy; and
  - is not deeper than half the depth of the house, in accordance with policy.
- Committee should consider whether the proposed two storey extension is subordinate to the original dwelling.

**Decking** - Decking is only likely to be acceptable where there is no overlooking of neighbouring windows or gardens, or where suitable permanent screening exists or can be erected. Proposals for screening should not have an adverse impact on the visual/residential amenity of the application property or neighbouring properties.

- Committee should note that the terrace at second floor level is proposed to incorporate obscure glazing on its shoulders.
- Committee should consider whether the proposed screening is appropriate, and would successfully mitigate overlooking.

## **SG9 Historic Environment**

CDP 9 Historic Environment and its supplementary guidance SG9 specifically target the historic environment and alteration to listed buildings.

SG9 has specific guidance for extensions located within Conservation Area.

## **Extensions**

Proposals for the extension of a Listed Building must ensure that:

- a) the scale is subservient to the original building;
- b) its location, design, scale, massing and proportion protects the building's appearance, character and setting; and
- c) the detailed design and use of materials complement the building's period, style and character. Developers/applicants should seek advice on materials from the Council; and
- d) advice is sought at the outset as to whether the project will give rise to any archaeological issues.

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.

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 that the proposed extension:
  - is at the rear of the property;
  - is two storey, with a flat roof and terrace; and
  - is constructed of contemporary materials.
- Committee should consider whether the proposed extension:
  - is subservient to the original dwelling, and does not dominate it;
  - is of a design that is sympathetic to the dwelling, and to the wider conservation area; and
  - is constructed of suitable materials that complement the existing dwelling.

## **7 COMMITTEE DECISION**

7.1 The options available to the Committee are:

- a. Grant planning permission, with or without conditions (see over for draft conditions);
- b. Refuse planning permission; or
- c. Continue the application for further information.

## DRAFT CONDITIONS

01. 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:** To comply with Section 58 of the Town and Country Planning (Scotland) Act 1997.

02. Detailed specifications and samples of all the external finishes to be used shall be submitted for the written approval of the planning authority. No work shall be begun on these aspects of the development until written approval has been issued by the planning authority.

**Reason: R15** - To enable the planning authority to consider this/these aspect(s) in detail.

**Reason: R29** - To safeguard the amenity of the surrounding Conservation Area.

## 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* no significant impact

*impacts as a result of  
this report?*

*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

## **8 RECOMMENDATIONS**

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