

REPORT OF HANDLING FOR APPLICATION 23/02066/FUL

ADDRESS:	5 Hughenden Drive Glasgow G12 9XS
PROPOSAL:	Erection of two storey extension to rear of dwellinghouse.
DATE OF ADVERT:	15 September 2023
NO OF REPRESENTATIONS AND SUMMARY OF ISSUES RAISED	<p>Four objections were received against the proposal, one from Friends of Glasgow West, one from the Architectural Heritage Society of Scotland and two from neighbouring residents. The grounds of objection have been summarised below:</p> <ul style="list-style-type: none"> Overly intrusive extension which would be highly visible <u>Response:</u> Agreed, see 'Other Comments' for a detailed assessment. Overshadowing on neighbouring properties <u>Response:</u> See 'Other Comments' for a detailed assessment Materials are not in keeping with the surrounding conservation area <u>Response:</u> Agreed, see 'Other Comments' for a detailed assessment.
PARTIES CONSULTED AND RESPONSES	<p>NRS Heritage – Significant amendment required or refuse</p> <p>NRS City Design – Refuse</p>
PRE-APPLICATION COMMENTS	The applicant and agent sought formal pre-application advice prior to the submission of the application - 23/01439/PRE. The case officer provided a comprehensive feedback detailing that the proposed development was significantly at variance to the relevant Policy and Guidance from the Development Plan. It was advised at the pre-application stage the overall proposal should be revised in order to reduce the scale and massing of the extension for it to be supportable.
EIA - MAIN ISSUES	NONE
CONSERVATION (NATURAL HABITATS ETC) REGS 1994 – MAIN ISSUES	NOT APPLICABLE
DESIGN OR DESIGN/ACCESS STATEMENT – MAIN ISSUES	<p>The applicant has submitted a Design Statement.</p> <p><i>Adjacent Planning Context - the local surrounding area has a number of recently approved Planning applications to construct modern extensions to houses within the conservation area</i></p> <p>Officer's Comment: Every application for Full Planning permission is assessed on its own merits against the current Development Plan. Planning legislation requires that applications for Planning permission are assessed in line with the current development plan and are not simply benchmarked with other extensions in the vicinity of the site or within the wider local authority area. The context, proposal and design for the applications mentioned in the Statement vary from the application.</p> <p><i>Pre-application Process - we would request that formal responses are sought from each of the consultees (NRS Heritage & NRS City Design) as part of the formal application process in lieu of not receiving these during the Pre-Application stage.</i></p> <p>Officer's Comment: There are no statutory consultees associated with the application site. The consultees mentioned above (NRS Heritage and NRS City Design) are internal consultees that are consulted at the discretion of the planning officer. Their comments and views on the proposal were incorporated in the pre-application response. The pre-application service provides a summary of the key issues, a policy appraisal and an indication of the overall acceptability of the proposal. It was clearly communicated to the application that a reduction in scale and massing of the extension would have been required to support the application.</p>

	The points relating to the policy appraisal will be assessed later in this report, under the 'Other Comments' section.
IMPACT/POTENTIAL IMPACT STATEMENTS – MAIN ISSUES	NOT APPLICABLE
S75 AGREEMENT SUMMARY	NOT APPLICABLE
DETAILS OF DIRECTION UNDER REGS 30/31/32	NOT APPLICABLE
NPF4 POLICIES	<p>The National Planning Framework 4 (NPF4) is the national spatial strategy for Scotland up to 2045. Unlike previous national planning documents, the NPF4 is part of the statutory Development Plan and Glasgow City Council as planning authority must assess all proposed development against its policies. The following policies are considered relevant to the application:</p> <p>Policy 1 – Tackling the climate and nature crisis Policy 2 – Climate mitigation and adaptation Policy 7 - Historic assets and places Policy 12 – Zero waste Policy 14 – Design, quality and place Policy 16 – Quality homes</p>
CITY DEVELOPMENT PLAN POLICIES	<p>The City Development Plan consists of high-level policies with statutory Supplementary Guidance. The following policies were considered when assessing the application:</p> <p>CDP1: The Placemaking Principle CDP2: Sustainable Spatial Strategy CDP9: Historic Environment SG1: The Placemaking Principle Part 2. SG9: Historic Environment</p>
OTHER MATERIAL CONSIDERATIONS	Glasgow West Conservation Area
REASON FOR DECISION	The proposal was not considered to be in accordance with the Development Plan and there were material considerations which outweighed the proposal's variance with the Development Plan.

	COMMENTS
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PLANNING HISTORY	Development Management
	07/02447/DC Erection of rear garden gates Grant, subject to conditions on 09.11.2007
	21/02944/FUL Installation of replacement windows Grant, subject to conditions on 02.11.2021
SITE VISITS (DATES)	02.11.2023: external site visit
SITING	<p>The site is an Edwardian, 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. The site sits in Ward 23 – Partick East/ Kelvindale.</p> <p>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.</p> <p>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. Existing rear extensions in the terrace have hipped roofs.</p>

DESIGN AND MATERIALS	<p>The proposal involves the demolition of the garage, external staircase and the original rear elevation at basement and ground floor level, except where it fronts the kitchen and basement beneath the kitchen.</p> <p>The extension would extend across 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.</p>
DAYLIGHT	No issues
ASPECT	No issues
PRIVACY	From the terrace/ balcony at second floor, overlooking to neighbouring gardens.
ADJACENT LEVELS	Mainly flat.
LANDSCAPING (INCLUDING GARDEN GROUND)	Proposed demolition of existing garage/ extension to form a two storey extension and parking space to the rear.
ACCESS AND PARKING	A parking space is proposed at the rear which is accessed from the lane.
SITE CONSTRAINTS	Glasgow West Conservation Area
OTHER COMMENTS	<p><u>Assessment of Planning Application</u></p> <p>When an application is made, it shall be determined in accordance with the Development Plan unless material considerations dictate otherwise. In addition, under the terms of Section 64 of the Planning (Listed Building and Conservation Areas) (Scotland) Act 1997 requires the Council to pay special regard to any buildings or other land in a Conservation Area, including the desirability of preserving or enhancing the character or appearance of that area.</p> <p>The issues to be taken into account in the determination of this application are therefore considered to be:</p> <ul style="list-style-type: none"> a) whether the proposal accords with the statutory Development Plan; b) whether the proposal preserves or enhances the character or the appearance of the Conservation Area; c) whether any other material considerations (including objections) have been satisfactorily addressed. <p>In respect of (a), the Development Plan comprises NPF4 adopted on the 13th of February 2023 and the Glasgow City Development Plan adopted on the 29th of March 2017.</p> <p>NATIONAL PLANNING FRAMEWORK 4, ADOPTED 2023</p> <p>Policy 1 – Tackling the climate and nature crisis</p> <p>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.</p> <p>Officer's Comment</p> <p>Overall, the proposal is consistent with the aims of the policy.</p> <p>Policy 2 – Climate mitigation and adaptation</p> <p>The policy encourages, promotes and facilitates development that minimises emissions and adapts to the current and future impacts of climate change.</p>

Officer's Comment

Overall, 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.*

Officer's Comment

The proposal is not in keeping with the built form, layout and context of the surrounding conservation area as it does not take cues or relate to the detailing found on the existing terrace. The proposed development would act as an incongruous addition to the Edwardian terrace and 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.

Officer's Comment

The proposal does not seek to reuse materials following the proposed demolition. It is therefore anticipated that the development would generate significant waste and no measures to mitigate this have been undertaken. It would have been preferable that the sandstone from the existing extension would have been reused and incorporate within the new development. The application is therefore contrary to the overall aims of the policy.

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.

Officer's Comments

The proposed development will be detrimental to the amenity of the area and is inconsistent with the six qualities of successful places due to its siting, scale, built form and design. The two-storey extension would be an incongruous addition which would detract from the character of the surrounding area.

GLASGOW CITY DEVELOPMENT PLAN, ADOPTED 2017

Policies CDP 1 (The Placemaking Principle) and CDP 2 (Sustainable Spatial Strategy) are overarching policies which, together with their associated Supplementary Guidance, must be considered for all development proposals to help achieve the key aims of the City Development Plan.

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*

Officer's Comments

The proposed extension by virtue of its scale, proportion and detailed design is not in keeping with the existing building and the wider area. The proposed materiality contrasts with the blonde sandstone and is not considered to complement the Edwardian terrace. Natural sandstone is the preferred main external building material on developments in Conservation Areas and in areas where sandstone is the main prevailing building material. This is particularly important on public facing façades and secondary facades visible from the public realm.

Furthermore, the proposed extension is not subservient to the existing property and fails to respond to the detail of the existing terrace.

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.

Officer's Comments

The useable garden space is defined by the policy as land, under the exclusive control of the applicant, including decking to a dwelling before the erection of any extensions or garages, etc. that has been adequately screened, usually to the rear and side of the property, but excludes the driveway, garage and any parking space.

The agent has included within their calculations the driveway and the parking space. The calculations of the usable garden space should not include the driveway and parking space and do not reflect the policy requirements. The development would result in a drastic reduction of the available garden space.

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.

Officer's Comment

The proposed second storey and associated terrace would increase direct overlooking into the adjacent private gardens. The proposed frosted glass on the extension's shoulders is not an acceptable means to mitigate privacy issues which could arise from the development.

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.

Officer's Comment

The applicant has submitted a daylight and sunlight assessment which includes a 45 degrees test and a Calculation of Sun of the Ground test. The report has assessed the impact of the proposed extension on the windows of neighbouring properties and concluded that windows and garden areas of 3 and 5 Hughenden Drive should receive sufficient levels of daylight and sunlight post development.

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.*

Officer's Comment

The extension is proposed to have a flat roof. The scale, massing and design of the extension have been deemed disproportionate to the scale of the existing property. The proposed extension is not subservient enough to the original property and would therefore act as an incongruous addition.

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.*

Officer's Comment

The ridgeline of the rear extension sits below the ridge of the existing house, and it is not deeper than half the house. The proposal is in accordance with this aspect of the policy.

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.*

Officer's Comment

The proposed terrace/ balcony would increase overlooking into the neighbouring gardens which contradicts this section of the policy. The proposed frosted glass on the shoulders is not an appropriate way to mitigate privacy issues.

CDP9 & 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.

Officer's Comments

Although lower in height than the existing hip roofed extension, the proposed extension's scale and massing would be significantly greater than the existing extension and double garage, and it has a strong horizontal emphasis at odds with the vertical emphasis of the existing building and wider terrace.

	<p>Although on a secondary elevation, it is considered that due to its scale, massing, occupation of the full plot width, design and materials the 2-storey extension with roof terrace would dominate the original property and does not complement the visual amenity of the surrounding conservation area.</p> <p>Existing rear extensions to the terrace are stepped, not only outwards, but also across the elevations of each house, which minimises their impact. Their hipped roofs also reduce their massing and provide a design consistency along the rear of the terrace. Where roofs are flat, they are at a lower level and are less conspicuous and roof decks are not a character of the terrace.</p> <p>In relation to materials, proposed use of green coloured cladding, albeit zinc, is not in keeping with the character of the terrace or surrounding conservation area and would contribute to the incongruity of the proposal. Consideration should be given to reusing sandstone reclaimed from the existing extension, this has been assessed through NPF4, Policy 12 – Zero Waste earlier in this report. As proposed, it is considered that the extension will detract from the appearance of the existing building and will erode the character of the Glasgow West Conservation Area.</p> <p>Overall, the application has not been deemed in accordance with the Development Plan and for the reasons listed above it is recommended that the application is refused.</p>
RECOMMENDATION	Refuse

Date: 11.12.2023	DM Officer	Constance Damiani
Date: <u>18/12/2023</u>	DM Manager	Mark Thomson

REASONS FOR REFUSAL

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.