Glasgow City Council

Planning Local Review Committee

Item 1(b)

28th October 2025

Report by Executive Director of Neighbourhoods, Regeneration and Sustainability

Contact: Sam Taylor Ext: 78654

24/00255/LOCAL- Site Between 987 - 997 Tollcross Road Glasgow

Erection of shop unit (Class 1A) and two residential flats (Sui generis) to vacant site, includes amenity.

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): 19 – Shettleston Citywide: N/A

Local member(s) advised: Yes o No o consulted: Yes o No o

1 LOCATION AND DEVELOPMENT PLAN DESIGNATIONS

1.1 The proposal site is at 987 - 997 Tollcross Road to the north. Commercial properties lie to the east and west of the development, with a flatted 43 unit development lying to the north, currently under construction. The site has an area of approximately 233sqm.

1.2 The site is located within an area of high accessibility of public transport and within Tollcross Local Town Centre.

1.3 The proposal seeks consent for the erection of a shop unit (Class 1A) and two residential flats (Sui generis) to vacant site, includes amenity. The development totals 400sqm over the 3 floors. The proposed scheme includes 1 no. 1 bedroom flat, 1 no. 5 bedroom maisonette and a shop on the ground floor. Materials proposed include red brick with UPVC windows and doors. The roofs would be 'flat dark grey', though materials are not specified. Amenity space has been provided in the form of 'integrated landscaping' according to the design access statement. This would be to the rear of the site but no details are provided in the site plans.

2 DEVELOPMENT PLAN POLICIES

2.1 NPF4 was adopted by the Scottish Ministers on 13 February 2023 and is part of the statutory Development Plan. Where there is an area of incompatibility it is expected that the newest policy document will take precedence, which will be NPF4 for the time being.

In this case, the relevant policies from NPF4 are:

- Policy 1: Tackling the Climate and Nature Crises
- Policy 2: Climate Mitigation and Adaptation
- Policy 3: Biodiversity
- Policy 9: Brownfield, vacant and derelict land and empty buildings
- Policy 13: Sustainable Transport
- Policy 14: Design, quality and place
- Policy 15: Local Living and 20 minute neighbourhoods
- Policy 16: Quality Homes
- Policy 27: City, town, local and commercial centres

2.2 The relevant City Development Plan policies are:

- CDP1: The Placemaking Principle
- CDP2 Sustainable Spatial Strategy – Inner East SDF
- CDP4: Network of Centres
- CDP5: Resource Management
- CDP6: Green Belt and Green Network
- CDP7: Natural Environment

- CDP8: Water Environment
- CDP11: Sustainable Transport

2.3 The relevant Supplementary Guidance is:

- SG1: The Placemaking Principle (Parts 1 & 2)
- SG4: Network of Centres
- SG5: Resource Management
- SG6: Green Belt and Green Network
- SG7: Natural Environment
- SG8: Water Environment
- SG11: Sustainable Transport

3 REASONS FOR REFUSAL

3.1 As the review is for non-determination of the application, there are no reasons for refusal or relevant conditions.

4 APPEAL STATEMENT

4.1 An appeal statement was submitted on the 7th of March. A summary of the material points raised in the appeal statement are given below:

- There can be little reason to refuse this application, conditions can be placed on the applicant to ensure that all outstanding issues can be dealt with efficiently prior to construction commencing.
- The applicant is very keen to open a retail outlet specialising in products from their heritage, they have all the necessary resources to commence the build requiring only the approval from the Council.
- This they feel has dragged on far too long.

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

5 REPRESENTATIONS AND CONSULTATIONS

5.1 There were no letters of representation received for the planning application or the Review.

5.2 The Coal Authority was consulted during the initial application. Their recommendation is as follows: “FUNDAMENTAL CONCERN: The application site falls within the defined Development High Risk Area; therefore within the site and surrounding area there are coal mining features and hazards which need to be considered in relation to the determination of this planning application.

5.3 The Coal Authority records indicate that the site lies in an area where coal mining has taken place at shallow depth and where further historic unrecorded shallow coal mining is likely to have occurred. Voids and broken ground

associated with such workings can pose a risk of ground instability and may give rise to the emission of mine gases.

5.4 The applicant should be informed that they need to submit a Coal Mining Risk Assessment to support their planning application. As no relevant information has been submitted at this time, the Coal Authority's Planning & Development Team OBJECTS to this application."

- Committee should note that no Coal Mining Risk Assessment has been submitted with the planning application or the local review.

- Committee should consider the Coal Authority's objection to the proposal.

6 COMMITTEE CONSIDERATIONS

6.1 Committee should consider if the following are in accordance with NPF4, the relevant City Development Plan policies and Supplementary Guidance, and if there are material considerations which outweigh the Development Plan considerations.

6.2 The following are relevant policy considerations:

6.3 <u>NPF4 Policy 1: Tackling the Climate and Nature Crises, NPF4 Policy 2: Climate Mitigation and Adaptation & NPF4 Policy 3: Biodiversity / SG7 Natural Environment</u>

NPF4 Policy 1 states that: "When considering all development proposals significant weight will be given to the global climate and nature crises."

NPF4 Policy 2 states that:

a) "Development proposals will be sited and designed to minimise lifecycle greenhouse gas emissions as far as possible.
b) Development proposals will be sited and designed to adapt to current and future risks from climate change.
c) Development proposals to retrofit measures to existing developments that reduce emissions or support adaptation to climate change will be supported."

NPF4 Policy 3 intends to protect biodiversity, reverse biodiversity loss, deliver positive effects from development and strengthen nature networks.

NPF4 Policy 3 states that:

a) Development proposals will contribute to the enhancement of biodiversity, including where relevant, restoring degraded habitats and building and strengthening nature networks and the connections between them. Proposals should also integrate nature-based solutions, where possible.

b) Proposals for local development will include appropriate measures to conserve, restore and enhance biodiversity, in accordance with national and local guidance. Measures should be proportionate to the nature and scale of development.

SG7 notes that development shall not result in a loss of biodiversity or habitat connectivity. Wherever possible, development shall enhance biodiversity and/or habitat connectivity. A tree survey should be undertaken prior to development taking place, in order to ensure that no protected species will be lost as a result of development.

- Committee should note that:
  - the proposal does not include any measures that would reduce carbon emissions;
  - various species of trees have colonised the site, no tree survey has been provided; and
  - no proposals to restore degraded habitats or conserve or enhance biodiversity in the area have been included in the statements or plans submitted.

- Committee should consider whether:
  - they are completely satisfied that the development takes into account the climate and nature crises; and
  - whether they are completely satisfied that the development will deliver a positive effect on biodiversity, and ensure that protected species of trees are retained.

6.4 <u>NPF4 Policy 9: Brownfield, vacant and derelict land and empty buildings and CDP2: Sustainable Spatial Strategy</u>

NPF4 Policy 9 states that:

"c) Where land is known or suspected to be unstable or contaminated, development proposals will demonstrate that the land is, or can be made, safe and suitable for the proposed new use.
d) Development proposals for the reuse of existing buildings will be supported, taking into account their suitability for conversion to other uses. Given the need to conserve embodied energy, demolition will be regarded as the least preferred option."

This overarching policy of CDP2 aims to influence the location and form of development to create a 'compact city' form which supports sustainable development. It seeks to ensure that the City is well-positioned to meet the challenges of the climate emergency and economic changes, building a resilient physical and social environment which helps attract and retain investment and promotes an improved quality of life.

The proposal is located within the Inner East Strategic Development Framework area which has the following vision for the area: "The Inner East will

become a city district made up of distinct, vibrant, well connected and climate resilient neighbourhoods. This will be achieved through community engagement to ensure an inclusive, community-led design that represents local needs. The desired outcomes within the Framework are that the area will be connected, vibrant, sustainable, connected, green and resilient.

Within Tollcross Town Centre, the vacant and derelict land the development sits on has been identified as a vacant site that has 'potential for new homes within mix of uses' with indicative opportunities for 'repopulation, amenities & services; and/or an improved quality of place and environment.'

Committee should note:

- The site has never been developed due to its proximity to a former colliery. The Coal Authority has noted a 'fundamental concern' with the proposal, given the lack of information relating to coal mining risk.

- Committee should consider if they are satisfied that the applicant has a sufficient remediation strategy to ensure this development will be safe from risks arising from the previous use as a coal mine seam.
- Committee should consider whether or not this proposal supports the development of a compact city of connected, vibrant, sustainable, connected, green and resilient place.

6.5 <u>NPF4 Policy 13: Sustainable Transport & SG 11: Sustainable Transport</u>

NPF4 Policy 13 states that:

a) Proposals to improve, enhance or provide active travel infrastructure, public transport infrastructure or multi-modal hubs will be supported. This includes proposals:
   i. for electric vehicle charging infrastructure and electric vehicle forecourts, especially where fuelled by renewable energy

b) Development proposals will be supported where it can be demonstrated that the transport requirements generated have been considered in line with the sustainable travel and investment hierarchies and where appropriate they:
   ii. Will be accessible by public transport, ideally supporting the use of existing services;
   iv. Provide low or zero-emission vehicle and cycle charging points in safe and convenient locations, in alignment with building standards;
   v. Supply safe, secure and convenient cycle parking to meet the needs of users and which is more conveniently located than car parking
   vii. Have taken into account, at the earliest stage of design, the transport needs of diverse groups including users with protected characteristics gto ensure the safety, ease and needs of all users; and
   viii. Adequately mitigate any impact on local public access routes.

SG11 provides the following detailed guidance:

Cycle Parking

The Council shall require the provision of cycle parking, in line with the minimum cycle parking standards specified (below), as well as the following guidance:

a. Wherever possible, employee cycle parking should be located within buildings or a secure compound. Where such a location is not feasible, provision should be close to areas of high activity, such as the main entrance of development, to ensure cycling is encouraged through enhanced security provided by passive surveillance.
b. Cycle parking should always be safe, sheltered and secure. The form of cycle parking provided should facilitate the securing of the frame of the bike to the "stand". "Sheffield" racks are a good, and preferred, example of such provision.
c. Employment sites shall provide on-site showers, lockers, changing and drying facilities, as a means of promoting walking and cycling to work. These are important trip-end facilities that can positively affect an individual's decision to walk, run or cycle regularly.
d. Dedicated provision, in the form of well-designed cycle storage, should be provided either in the rear curtilage of houses that will not have a dedicated garage, or a garage of sufficient size to accommodate both bikes and a car. Cycle storage could be in the form of a storage facility (such as a shed) or in the form of a pulley/hoist system in garages that are not, otherwise, of sufficient size to accommodate both bikes and a car. External storage should be well located and designed so as not to impact adversely on residential amenity

Minimum standard for Retail – Food/ Non-food
Staff: 1 space per 10 staff
Customer: 1 space per 100/200sqm public floor area.

Minimum standard for mainstream residential development:
1 space per unit unless a dedicated garage, or other storage facility/option (see paragraph 4.3d [above]), of sufficient size is provided. Visitor parking to be provided at a rate of 0.25 spaces per unit in new residential developments where residents' cycle parking provision is provided communally.

Vehicle Parking

Vehicle parking provision should be assessed against the standards set out below.

Maximum standard for Retail - Elsewhere (includes food / non-food stores)
High Accessibility 6.0 spaces for Food 4.5 spaces for Non-Food

Minimum standard for new build residential:
allocated (unallocated if on-street) space per dwelling unit for residents; and an additional 0.25 unallocated spaces per dwelling unit for visitors.

Committee should note:

- The transport planning team has objected to the proposed placement of cycle parking provision on the first floor.
- The publicly accessible ground floor has a floor area of 8sqm.
- No car parking spaces are proposed. The site is outwith a Controlled Parking Zone, therefore car free housing is not permitted.
- The site is located within a High Public Transport Accessibility Area.

➢ Committee should consider whether they are satisfied with the proposals for cycle parking, and zero car parking (contrary to policy).

6.6 <u>NPF4 Policy 15: Local Living and 20 minute neighbourhoods NPF4 Policy 27: City, town, local and commercial centres & SG 4 Network of Centres</u>

Policy 15 states that:

a) Development proposals will contribute to local living including, where relevant, 20 minute neighbourhoods. To establish this, consideration will be given to existing settlement pattern, and the level and quality of interconnectivity of the proposed development with the surrounding area, including local access to: sustainable modes of transport…shopping...affordable and accessible housing options.

Policy 27 intends to facilitate a 'Town Centre First approach' to help centres adapt positively to long-term economic, environmental and societal changes, and by encouraging town centre living.

e) Development proposals for residential development within city/town centres will be supported, including:
i. New build residential development.

SG 4 Network of Centres: Local Town Centres

Committee should note:

- The proposal is located within Tollcross Local Town Centre.
- Class 1A uses and residential uses are supported by NPF 4 and SG4.
- The site would be accessible by foot and bicycle.

6.7 <u>NPF4 Policy 14: Design, quality and place and SG1: The Placemaking Principle (Part 1)</u>

Policy 14 intends to encourage, promote and facilitate well designed development that makes successful places by taking a design-led approach and applying the Place Principle. The policy requires development to be designed to improve the quality of an area regardless of scale. Development will be supported where they are consistent with the six qualities of successful places:

Healthy: Supporting the prioritisation of women's safety and improving physical and mental health.
Pleasant: Supporting attractive natural and built spaces.
Connected: Supporting well connected networks that make moving around easy and reduce car dependency
Distinctive: Supporting attention to detail of local architectural styles and natural landscapes to be interpreted, literally or creatively, into designs to reinforce identity.
Sustainable: Supporting the efficient use of resources that will allow people to live, play, work and stay in their area, ensuring climate resilience, and integrating nature positive, biodiversity solutions.
Adaptable: Supporting commitment to investing in the long-term value of buildings, streets and spaces by allowing for flexibility so that they can be changed quickly to accommodate different uses as well as maintained over time.

Policy 14 states that proposals that are poorly designed, detrimental to the amenity of the surrounding area or inconsistent with the six qualities of successful places, will not be supported. Further details of the six qualities of place can be found in Annex D of NPF4.

CDP/SG1 Part One includes the six Qualities of Place that apply to all development proposals:

- A place with character and identity: a place that is distinctive.
- A successful open space: a place that is useable, high quality and multi-functional.
- A legible and safe place: a place that is accessible, easy to navigate, and welcoming.
- A place that is easy to move around: a place that is well-connected and focussed on active travel.
- A vibrant and diverse place: a place that has multiple uses and high levels of street level activity.
- A place which is adaptable and sustainable: a place that is adaptable for future needs and demonstrates sustainable design.

    - Committee should consider whether this proposal is a good quality design, and whether a good standard of residential amenity is provided.

6.8 <u>NPF4 Policy 16: Quality Homes & CDP1/SG1 - The Placemaking Principle (Part 2), SG5/ CDP5: Resource Management & SG6: Green Belt and Green Network</u>

Policy 16 states that development proposals for new homes on land allocated for housing in LDPs will be supported.

CDP1/SG1 - The Placemaking Principle (Part 2)

This overarching policy states that new development should encourage placemaking by being design-led, aspiring towards the highest standards of design while directing development to the right place. All development should respect and protect the City's heritage by responding to its qualities and character of its site and surroundings. Development should make the City an appealing place to live, work and visit for all members of society, providing high quality amenity to existing and new residents.

SG 1: The Placemaking Principle

Residential Layouts
Residential development should be high quality, informed by a design-led approach that promotes sustainable development, promote safe and integrated neighbourhoods and encourage quality and provide distinctiveness.

Flatted developments should provide communal garden space as "backcourts" designed and laid out to ensure privacy, particularly for ground floor residents. Where the site limits the ability to provide private garden space, developers should provide alterative solutions such as shared roof gardens and usable balconies, improved internal amenity for example through increased room sized and make outside provision for clothes drying in areas screened from public view and not subject to excessive overshadowing.

Habitable rooms should be set back from public or common footpaths or areas of open space, parking or waste storage and flats built on an existing street frontage should maintain the established building lines and window patterns.

Building Materials
All new development should employ high quality facing and roofing materials that complement the surrounding area, use robust and durable materials that fit their context and are capable of retaining their appearance over time and use appropriate materials that acknowledge the local architectural and historic context.

Waste Storage

SG1 The Placemaking Principle (Part 2) states that:

"7.1 All new developments must include appropriate and well-designed provision for waste storage, recycling and collection which meets the City's wider placemaking objectives, see also SG 1 - Placemaking, Part 1. All waste/recycling areas must be located discreetly, so as to have no adverse visual impact or cause traffic/noise nuisance to neighbours. Applicants must provide full details of the provision for waste storage, recycling and collection in the initial submission for planning permission.

7.4 Flatted Development - The following guidance applies:

a) The bins/recycling stores should be as unobtrusive as possible… External stores should be constructed in materials to match the flats;
c) Advice should be sought from the Council's Land and Environmental Services, prior to drawing up details of the waste/recycling area;
e) Privacy is important to the rear of flats, where ambient noise levels are lower. Habitable rooms should not be located immediately above waste/recycling storage areas.

Green Network and Amenity

SG 6's guidance on the protection and enhancement of the green network states that:

2.10 new development will, as a minimum, deliver green infrastructure enhancements (eg landscaping, private amenity space (in residential developments), green roofs, green walls or SuDS solutions) as an integral part of their design (or contribute to the delivery of green infrastructure off-site where otherwise appropriate)".

- Committee should note that:
  - the site is not allocated for housing in the City Development Plan.
  - the proposal includes private balconies for each flat, a shared decking area and a small amenity space at the rear.
  - materials proposed include red brick with UPVC windows and doors. The roofs would be 'flat dark grey', though materials are not specified.
  - A shared bin store is located on the ground floor to the rear of the building, below a first floor balcony.
  - It is unclear whether residential bins will be stored next to commercial bins.
  - No details of landscaping or boundary treatments have been provided.

- Committee should consider whether:
  - the proposal could contribute towards meeting a housing land requirement;
  - sufficient amenity space for the two flats has been created to provide a good quality residential environment;
  - the proposed materials are of sufficient quality;
  - they are entirely satisfied with the location and arrangements for waste disposal and collection; and
  - whether the lack of boundary treatments are acceptable.

6.9 CDP5/SG5: Resource Management

Policy CDP5 of the City Development Plan sets out requirements for new developments to incorporate low or zero carbon generating technologies. A Statement on Energy would be required to support this proposal.

- Committee should note that no Statement on Energy has been provided, and no proposals for low or zero carbon generating technologies have been included in the proposal.

➢ Committee should consider whether the proposal would maximise greenhouse gas reductions.

6.10 CDP8/SG8: Water Environment

Policy CDP8 requires proposals in excess of 250 square metres floorspace to undertake a Flood Risk Screening Assessment.

- Committee should note that a total of 400 square metres of floorspace is proposed, and that no Flood Risk Screening Assessment has been provided.

➢ Committee should consider whether Flood Risk has been considered appropriately.

7 COMMITTEE DECISION

7.1 The options available to the Committee are:

a. Grant planning permission, with the same or different conditions from those listed below; or
b. Refuse planning permission.
c. Continue the review to request further information.

8 Policy and Resource Implications

Resource Implications:

Financial: n/a

Legal: n/a

Personnel: n/a

Procurement: n/a

Council Strategic Plan: n/a

Equality and Socio-Economic Impacts:

Does the proposal support the Council's Equality Outcomes 2021-25? Please specify.	n/a
What are the potential equality impacts as a result of this report?	no significant impact
Please highlight if the policy/proposal will help address socio-economic disadvantage.	n/a

Climate Impacts:

Does the proposal support any Climate Plan actions? Please specify:	n/a
What are the potential climate impacts as a result of this proposal?	n/a
Will the proposal contribute to Glasgow's net zero carbon target?	n/a

Privacy and Data Protection Impacts:	
Are there any potential data protection impacts as a result of this report	N
If Yes, please confirm that a Data Protection Impact Assessment (DPIA) has been carried out	

9 Recommendations

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