



Glasgow City Council

Planning Local Review Committee

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

Item 1(a)

28th October 2025

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 Committee with the new information supplied as requested at the Local Review Committee meeting on 18 March.

Recommendations:

It is recommended that Committee consider the additional information provided in the determination of the review.

Ward No(s) : 19 – Shettleston

Citywide: N/A

Local member(s) advised: Yes ☐ No ☐

consulted: Yes ☐ No ☐

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1 ITEM FOR LOCAL REVIEW COMMITTEE OF 28 October 2025

1.1 At the Local Review Committee (LRC) meeting of 18 March 2025, the LRC requested further information to allow them to consider a proposal for the erection of a shop unit (Class 1A) and two residential flats (Sui generis) at the vacant site between 987-997 Tollcross Road (reference 24/00255/LOCAL).

1.2 The further information requested was:

1.2.1 **Coal Mining Risk Assessment in response to comments by The Coal Authority** needed to interpret and assess the coal mining risks present based on up-to-date information on the recorded coal mining features on site.

1.2.2 **Statement of Energy required by CDP/SG5: Resource Management.** All new developments are required to meet the appropriate sustainability level. To achieve this, a range of low and zero carbon generating technologies may be implemented. A Statement on Energy includes:

1. A Low & Zero Carbon Generating Technologies (LZCGT) feasibility report (including a *summary of LZCGTs* considered and a justification for the chosen technologies, including a consideration of design and visual impact); A Standard Assessment Procedure Energy Rating (SAP) or Simplified Building Energy Model (SBEM) calculation output showing a compliant Dwelling or Building Emissions Rate (DER/BER) with LZCGT included;
2. A SAP/SBEM calculation output indicating the DER/BER with the renewables removed allowing the percentage reduction due to renewables to be calculated;
3. An explanation of key energy efficient design measures implemented, including materials;
4. Reductions of CO2 emissions through the use of renewable energy technologies;
5. Details of the viability of the installation of new, or connection to existing, District Heating networks as set out in Section 5 of this guidance; and
6. Where developments are unable to meet low and zero carbon targets, a clear explanation of the technical and practical constraints of the development.

1.2.3. **Waste management plan required by. CDP/SG1: The Placemaking Principle.** Full details of the provision for waste storage, recycling and collection must be provided.

1.2.4. **An Initial Site Ecological Appraisal and a scheme of landscaping required by CDP/SG7: Natural Environment, and our landscape team.**

1. An Initial Site Appraisal should be undertaken prior to development taking place to ensure that no protected species (Invertebrates, water

voles and Species mentioned in the Local Biodiversity Action Plan) will be lost as a result of development.

2. A scheme of landscaping shall be submitted to and approved in writing by the planning authority. The scheme shall include hard and soft landscaping works, boundary treatment(s), details of trees and other features which are to be retained, and a programme for the implementation/phasing of the landscaping in relation to the construction of the development. All landscaping, including planting, seeding and hard and soft landscaping, shall be completed in accordance with the approved scheme.

1.2.5. **A Flood Risk Screening and a Surface Water Drainage Strategy required by. CDP/SG8: Water Environment and NPF4 Policy 22.** A Flood Risk Screening checklist to identify any potential flood risk to the proposal and a Surface Water Drainage Strategy to set out the key principles of the surface water drainage strategy and demonstrate appropriate spatial planning.

1.2.6. **Details of Materials:** The original proposal did not include details of the /materials for the roof and rainwater goods and was requested.

2 COMMITTEE CONSIDERATIONS

- 2.1 The above evidence was partly submitted by the appellant and deemed appropriate for review. The following considerations have been given for each of the submitted documents and evidence.

2.2 Coal Mining Risk Assessment

The appellant shared a Coal Mining Risk Assessment (31 March 2025, prepared by the commercial arm of the Mining Remediation Authority) as requested. In response to this The Coal Authority provided the following comments:

“Based on a review of relevant sources of coal mining and geological information the report concludes that recorded and probable unrecorded shallow mine workings in the Humph, Splint and Virgin coal seams pose a medium risk to the proposed development. Accordingly, it goes on to recommend carrying out of intrusive ground investigations in order to assess the shallow mining situation beneath the site and to inform any necessary remedial measures.

The Coal Authority’s Planning & Development Team considers the submitted report to be acceptable and can confirm that it addresses the concerns raised in our initial consultation response letter. Had this report been submitted in support of the original planning application, we would have been able to withdraw our objection.”

The Coal Authority also submitted two conditions requesting that no development shall commence until a scheme of intrusive investigations and remediation works has been carried out on site, and that this must be signed off by a competent person, and submitted to the Local Authority. An advisory note regarding a permit required from the Coal authority is also in the suggested conditions provided in the papers. Committee should note:

- While The Coal Authority previously noted a 'fundamental concern' with the proposal, they have now suggested conditions to be met prior to works commencing.
- Committee should consider if they are satisfied that the suggested conditions are sufficient to ensure a proper remediation of the land will be implemented.

2.3 Statement of Energy - Low and Zero Carbon Generating Technologies

All new development is required to be designed to reduce the need for energy from the outset. This can be done through careful siting, layout and design and should make the best use of energy efficiency techniques and materials.

New development is also required to meet the appropriate sustainability level. All new domestic and non-domestic developments should make use of low and zero carbon generating technologies (LZCGT) in order to contribute to meeting greenhouse emission targets. Equipment may be mounted onto buildings or installed at an appropriate location within the development site.

A Statement on Energy will be required to support all applications to which this policy applies. The details of which must in the format given on the council website using the three page template provided here: <https://www.glasgow.gov.uk/article/1498/SG5-Resource-Management>

Committee should note:

- An 'Energy Performance Report' was submitted in report form with the application which did not include the requested information set out in the format asked for.
- The report submitted refers to changes made to 'every building', not to the building being proposed. The report does not offer concrete actions requested as to ensure the building uses LZCGT, contrary to policy.
- On the 28th of August the appellant was notified of this and did not respond.
- Committee should consider if they are satisfied with the lack of a satisfactory Statement on Energy, contrary to policy?
- With the absence of proposed LZCGT measures being contrary to policy, are there any justifications to the omission in this case?

2.4 Waste Management Plan

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.”

In response to the request for additional information, the applicant resubmitted the site statement showing the site plans which reference the shared bin store. Numerous emails requesting a waste management plan were sent to the applicant, including an explanation of the policy requirements of a waste management plan up to and after the established continuance period. Public consultation for the submitted documents was completed on the 19th of August and so no further time has been available for accepting new documents.

Committee should note:

- In the absence of the requested information within the specified period, the applicant has provided a site plan which references a shared bin store underneath a balcony of a habitable room.
 - The internal consultation with Cleansing noted that there did not appear to be sufficient space for a rear collection lane and no information was available regarding how the waste would be kept segregated between the commercial and residential waste.
 - Environmental Health consultees found no issue from the environmental waste from the scale of the retail shop proposed in the response. However, no clarity on how the waste would be managed, be it through commercial collection or otherwise, was mentioned in the proposal. And so further comment was not possible.
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- Committee should consider if they are entirely satisfied with the location and arrangements for waste disposal and collection?
 - Are committee satisfied with the absence of the requested waste management plan?

2.5 Initial Site Ecological Appraisal and a Scheme of Landscaping

NPF4 Policy 3 Biodiversity requires that development:

- a) 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) 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.
- c) Any potential adverse impacts, including cumulative impacts, of development proposals on biodiversity, nature networks and the natural environment will be minimised through careful planning and design. This will take into account the need to reverse biodiversity loss, safeguard the ecosystem services that the natural environment provides, and build

resilience by enhancing nature networks and maximising the potential for restoration.

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.

In the original comments by the landscape officer submitted on 26th of September 2024. The following comments were made:

- The site has been colonised by numerous trees which need to be taken into account.
- The balcony and small grass area to the rear of the property does not seem large enough and does not give enough amenity value to the property for two flats, and definitely not enough for a flat of that size.
- A number of conditions were suggested, including the request for an ecology report, detailed in the suggested conditions.

An ecology report was submitted by the appellant and shared with the biodiversity and landscape officers. The following points were raised:

- The report states that a bat check is required prior to commencement of works - this should be conditioned.
- Accommodating the biodiversity recommendations are a challenge for on-site delivery of biodiversity mitigation/compensation. A green wall/roof would provide habitat onsite, but it wouldn't replace tree loss.
- Putting boxes in local parks is not a suitable compensation, unless it is via an organised process taking into account boxes provided for development and ensuring their longevity (potentially monitoring/cleaning/replacing etc).
- NPF4 Policy 3 Biodiversity (a, c and d – see above) need to be met.
- Design should incorporate the recommendations from the Preliminary Ecology Assessment Report and demonstrate delivery of NPF4 Biodiversity Policy 3 a), c) and d) with onsite compensation i.e. green roof/wall or via GCC Planning mechanism for tree replacement planning.

Committee should note:

- The ecology report shows recommendations, but these would need to be conditioned. The site plan is contrary to policy from a landscape and biodiversity perspective.
 - Landscape alterations suggested would require a detailed landscape plan to be submitted. This has not been submitted but can be requested as a condition. However, it is unclear how all of the recommendations could be met within the green amenity space as proposed.
- Committee should consider whether they are completely satisfied that the development will deliver a positive effect on biodiversity, and ensure that protected species of trees are retained?

2.6 Flood Risk Screening and Surface Water Drainage Strategy

Policy CDP8 requires proposals in excess of 250 square metres floorspace to undertake a Flood Risk Screening Assessment. The flood risk assessment was submitted to Committee, along with self-certification and independently checked, in line with the guidance, compliance certificates, along with a copy of the consultant that carried out the report's professional indemnity insurance certificate.

Committee should note:

- In the internal consultation with Flood Risk Management, the relevant officer stated that 'the information submitted suitably covers all flood risk requirements.' The officer requested a condition to be submitted that no residential development be included on the ground floor.
 - No water drainage proposals for development are included in the proposal. The consultee stated 'Drainage proposals are normally reviews prior to consent. Given the size and location of the proposed development it is likely they will make a connection to the combined sewer network.' A suggested condition has been provided.
- Committee should consider if they are satisfied the suggested conditions and information provided will mitigate the impacts of flood risk?
- Given the lack of evidence this has been considered in the original drawings, are committee satisfied with the lack of water drainage proposals in the design, contrary to policy, and that a subsequent condition can mitigate this?

2.7 Details of Materials

Updated materials were added to the site plan to include the following:

- Single ply membrane roofing
- Facing brick walls
- Grey UPVC Windows
- Glass handrails
- Aluminium shopfront powder coated.

Committee should note:

- Within NPF4 Policy 14 Design, quality and place on the Six Qualities of Successful Places, design for a 'sense of place including design influences, architectural styles, choice of materials and finishes, detailing, landscape design, active frontages and cultural context' is asked for.
 - The building materials were submitted within the site plan, no further specification has been given.
- Committee should consider if they are satisfied that the building materials are suitable for the local area and that the information given is sufficiently detailed to make this judgement.

3 Summary of Committee Considerations

3.1 Having received the further information; Committee should note that this proposal is contrary to policy in the following areas:

- No proposals to restore degraded habitats or conserve biodiversity have been given, there is no revised landscape plan (Contrary to NPF4 Policy 1 and 3, and SG7)
- No landscaping or boundary treatment details have been provided (contrary to SG6)
- No measures were given for the use of LZCGT to minimise lifecycle greenhouse gas emissions as far as possible (contrary to NPF4 Policy 2 and SG5)
- No waste management plan was submitted (contrary to NPF4 Policy 12 and SG1)
- No car parking spaces are provided for the residential development (contrary to NPF4 Policy 13 & SG11)
- The proposed cycle storage was objected to by the Transport Planning team (contrary to NPF4 Policy 13 & SG11)

3.2 Committee should consider whether there is a breach of policy in the following areas:

- That the development takes into account the climate and nature crises.
- If the development will deliver a positive effect on biodiversity and ensure that trees are retained.
- If the proposal would maximise greenhouse gas reductions.
- If the proposal supports the sustainable development of a compact city, consisting of connected, vibrant, sustainable, connected, green and resilient places.
- If the proposal achieves the six qualities of successful places (in regard to the shape of the retail floor plan, the lack of access to the back court by services, the cycle parking on the first floor, the balcony above the shared bin store)
- If a good standard of residential amenity is provided.
- If sufficient amenity space for the two flats has been created to provide a good quality residential environment.
- That the proposed materials are of sufficient quality and sufficient consideration has been given for the site's prominence and location.

3.3 Committee should take account of the policies and guidance of the Development Plan and give detail of any material considerations they feel have contributed to their decision.

4 Policy and Resource Implications

Resource Implications:

Financial: None

Legal: None

Personnel: None

Procurement: None

Council Strategic Plan: Specify which theme(s) and outcome(s) the proposal supports

Equality and Socio-Economic Impacts: N/A

Does the proposal support the Council's Equality Outcomes 2017-21 N/A

What are the potential equality impacts as a result of this report? (no significant impact, positive impact or negative impact)
N/A

Please highlight if the policy/proposal will help address socio economic disadvantage. N/A

Sustainability Impacts:

Environmental: N/A

Social, including opportunities under Article 20 of the European Public Procurement Directive N/A

Economic: N/A

Privacy and Data Protection impacts:
N/A

5 Recommendations

- 5.1 It is recommended that Committee consider the additional information provided in the determination of the review.
- 5.2 *Section 43A(12)(a) of the Town and Country Planning (Scotland) Act 1997* requires that reasoning behind why the local review body has been decided be supplied in the decision notice. Should committee be minded to grant planning permission, material considerations that justify a departure from the plan would require to be identified.