



Glasgow City Council

Planning Local Review Committee

Report by Executive Director of Neighbourhoods,
Regeneration and Sustainability

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**26/00033/LOCAL – Site to the South West of 2 Fullarton Road, Glasgow
Use of land as electric vehicle charging station with associated works.**

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 ☐ No ☐

consulted: Yes ☐ No ☐

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1 LOCATION AND DEVELOPMENT PLAN DESIGNATIONS

Location

- 1.1 The proposal site is to east of Fullarton Road, which is southwest of the M74 Junction 2A, in Cambuslang Investment Park. Currently the site appears to be used as an storage yard. The total site area is approximately 0.295 ha. A small EV charge point already lies to the north of the site.
- 1.2 Cambuslang Investment Park is an 'Area of Citywide Economic Importance' and within the Shettleston ward. The site is of below base accessibility and is located within a Coal Authority High Risk Area.

Proposal

- 1.3 The development proposed is the use of the site as an electric vehicle charging station. The proposal includes twelve charging bays (no. 6 six charging units) beneath photovoltaic solar canopies, together with a waiting room, substation, LV switchgear cabinet, new access onto Fullarton Road, parking, landscaping and associated works.
- 1.4 The charging station would operate 24 hours a day and would include CCTV coverage throughout the site.
- 1.5 The proposal involves the removal of existing trees and shrubs, including a group of trees adjacent to Fullarton Road. Replacement planting is proposed to the north of the site, together with native planting between the charging bays and a green roof on the proposed waiting room.
- 1.6 Additional alterations include a wooden perimeter fence and bollards.
- 1.7 Signage is also proposed, which has been Granted separately 24/01349/ADV. Committee are not required to consider this as part of the proposal.

2. DEVELOPMENT PLAN POLICIES

- 2.1 In this case, the relevant policies from NPF4 are:
 - Policy 1: Tackling the climate and nature crises
 - Policy 2: Climate mitigation and adaption.
 - Policy 9: Brownfield, vacant and derelict land and empty buildings
 - Policy 13: Sustainable transport
 - Policy 14: Design, quality and place
 - Policy 26: Business and industry
- 2.2 The relevant City Development Plan policies are:
 - CDP1: The Placemaking Principle
 - CDP3: Economic Development
 - CDP11: Sustainable Transport

- 2.3 The relevant Supplementary Guidance is:
- SG1: The Placemaking Principle (Parts 1 & 2)
 - IPG3: Economic Development
 - SG11: Sustainable Transport
- 2.4 Other relevant guidance is:
- Glasgow City Council: Public Electric Vehicle Charging Strategy and Expansion Plan (June 2023)

3 REASONS FOR REFUSAL

- 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 proposal is contrary to Policy 14 'Design Quality and Place' of NPF4 and CDP 1 and SG 1 'Placemaking' of the Glasgow City Development Plan in that the proposed development is not considered to be located in a suitable area, or well equipped, to provide safety for all users, particularly women.
03. The proposal is contrary to Policy 26 'Business and Industry' of NPF4 and CDP 3 and IPG3 'Economic Development' of the Glasgow City Development Plan in that the proposed development is not a Class 4, 5 or 6 use and is not considered to be a suitable alternative use that would complement the Cambuslang Investment Park, an Area of Citywide Economic Importance (ACWEI).

APPEAL STATEMENT

4.1 A summary of the material points raised in the appeal statement in relation to the reasons for refusal are given below:

01. Reason: “not considered to be located in a suitable area, or well equipped, to provide safety for all users, particularly women”. - designs are informed by research. Research shows women use EV chargers highlights that good lighting, CCTV cameras, 24/7 support, amenities such as toilets and coffee, and parent and child spaces are all basic requirements that would make them feel safe using a charging station. All of these facilities are provided in the Proposed Development.
02. Most people would use the space between 6am and 10pm when there would be more passive surveillance.
03. Reason “Not a Class 4, 5 or 6 Use” - The Report of Handling also did not consider an EV charging hub to be a complementary use. There are 4 sub-issues within this reason addressed below.
04. Reason “Loss of Employment Land within an ACWEI” - the Site is considered small by the standards of commercial development (being just 0.28 hectares) and there are constraints consisting of access and trees which limit development further. The loss of employment land would also not harm the City’s ability to deliver floorspace for employment and industrial development.
05. Reason “Compliance with NPF4” – NPF4 asks councils allocate sufficient land for business and industry... ensuring that there is a suitable range of sites that meet current market demand, location, size and quality”. However, as part of this, it is also stated that allocations should “support broader objectives of delivering a low carbon and net zero economic recovery”. the limited loss of a small area of constrained employment land must be balanced against the substantial policy support for infrastructure that enables decarbonization.
06. Reason “Compliance with IPG3” IPG3 does not require all employment land to be used for employment. The proposal would provide ultra-rapid EV charging facilities not currently available within the wider estate, enabling vehicles to recharge from 20% to 80% in approximately 15 minutes and supporting fleet electrification without requiring businesses to make significant infrastructure investments.
07. Reason “Coal Authority Objection - unresolved Coal Authority objection relating to the potential for two coal shafts being present on the Site” - the conclusion was of the document ‘DAM 4996 Fullarton Road Shaft Probing LR-FULL Compressed’ that there is still a possibility for the mine shafts to be present but that one is likely to be outside of the red line boundary.

08. Reason “First Reason for Refusal – Conflict with the Development Plan” – This is an overarching reason with the above reasons addressing this.

- 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 to the application.

Committee should note: Coal Mining Risk Assessment has been supplied and the Coal Authority has no objection to the proposed development, subject to the implementation of the mitigation measures detailed within the submitted report.

- 5.2 No letters of representation were received to this review.

6 RELEVANT PLANNING HISTORY

- 6.1 Relevant planning applications for the property are detailed below:

24/01348/FUL Use of land as electric vehicle charging station, with installation of EV solar canopies, substation and LV switchboard, erection of ancillary waiting room, landscaping, access, car parking, and associated works. – Refused

24/01349/ADV Display of internally illuminated signage consisting of 1no. totem, and one set of individual letters mounted on rooftop. - Grant: Subject to conditions

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 Climate change and mitigation

NPF4 – Fourth National Planning Framework

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

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.”

Policy 13 Sustainable transport

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

Committee should note that:

- The proposal for EV charging infrastructure is supported.
- The proposal includes on-site solar panels.
- Conditions are suggested to ensure the charging infrastructure is disposed of at the end of their life-cycle.

Committee should consider whether:

- they are satisfied that the development takes into account the climate and nature crises; and
- they are satisfied that the development minimises lifecycle greenhouse gas emissions as far as possible.

6.4 Vehicle Parking and Design

NPF4 Policy 13 Intent: To encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably.

The relevant policy guidance is:

- 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:
 - iii. Provide low or zero-emission vehicle and cycle charging points in safe and convenient locations, in alignment with building standards.

- vi. Have taken into account, at the earliest stage of design, the transport needs of diverse groups including users with protected characteristics to ensure the safety, ease and needs of all users; and
- vii. Adequately mitigate any impact on local public access routes.

NPF4 Policy 14: Design, quality and place

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 required 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.

SG11 (Sustainable Transport) provides the following guidance: **Electric Vehicles**

Scottish Planning Policy states that “development plans should support the provision of infrastructure necessary to support positive changes in transport technologies, such as charging points for electric vehicles” and that “electric vehicle charge points should always be considered as part of any new development and provided where appropriate.”

“Table 4: Passive EV Spaces as a Proportion of General Parking Provision” Requires a minimum of 20% of office, business and general industry parking space to be minimum passive EV Spaces, with 5% of operational and staff parking combined being ‘Active’.

N4.1 The cable power required in a new development should reflect how long an EV would generally be expected to park at that development. In developments where parking is likely to take place over lengthier periods of time (e.g. overnight in residential development or over the whole working day in the case of commuter parking), cabling (and the type of charging point, where appropriate) could be suited to slower standard charging. In developments where parking (and the opportunity for charging) is likely to be over a shorter period (e.g. customer use at retail developments), then infrastructure necessary to facilitate fast charging would be appropriate.

N4.2 Minimum Passive EV provision relates to the percentage of the general parking requirement calculated as appropriate for that development (see Tables 3.1 – 3.5 of this SG) which should be in the form of passive EV spaces. A similar percentage of the parking to be provided for disabled people in a new development (Table 3.6) should be in the form of passive spaces, but, on conversion to active spaces, these should continue to be reserved for use by disabled people and should not be available for general EV charging.

N4.3 Active provision requires fully wired and connected ‘ready to use’ charge points at parking spaces. Passive provision requires the necessary underlying infrastructure (e.g. capacity in the connection to the local electricity distribution network and electricity distribution board (see also paras 7.4 - 7.5), as well as cabling to parking spaces) to enable simple installation and activation of a charge point at a future date.

Glasgow City Council Public Electric Vehicle Charging Strategy and Expansion Plan June 2023

“Figure 4.3 Preference for additional EV charging locations amongst BEV users - Glasgow and GCR” and “Figure 4.4: Preference for additional EV charging locations amongst PHEV users - Glasgow and GCR” shows that off street, locations away from destinations are the least preferred location for new EV charging stations.

Committee should note:

- The proposal will include the removal of 4 mature trees to clear access from Fullarton Road.
- Materials included are a timber cladded kiosk and metal cladded charge points.
- The applicant states that the proposal will reduce parking needs for the ACWEI, but the business park will be accessible only on foot as the existing entrance would be pedestrianised. The use of the site would be only for charging and not for long term parking. It is therefore unclear if this could be considered to meet the demand of the business park.
- According to council research, off ‘Journey’ locations are the least preferred areas.

Committee should consider whether:

- Location has sufficiently been considered in this proposal?
- Committee should consider if they are satisfied that the materials of this kiosk are suitable for the area?

6.5 **Economic Development**

NPF4 Policy 26 states: 'c) Development proposals for business and industry uses will be supported where they are compatible with the primary business function of the area. Other employment uses will be supported where they will not prejudice the primary function of the area and are compatible with the business/industrial character of the area'.

CDP 3 / IPG 3

The site is located within Cambuslang Investment Park, an Area of Citywide Economic Importance (ACWEI). The key sectors of this ACWEI are business and financial services. ACWEIs are additional areas identified by the Council which are not Strategic Economic Investment Locations, but reflect (at a city scale) the same characteristics, and demonstrate that they support the key growth sectors identified by the Scottish Government.

2.8 The Council will:

- (i) safeguard these areas principally to meet the requirements of key economic sectors; and
- (ii) support development proposals within Use Classes 4, 5, 6 and appropriate ancillary uses.

2.9 The Council will support investment in ACWEIs which:

- (i) is consistent with the Scottish Government/ Glasgow Economic Leadership and Glasgow City Council key economic sectors;
- (ii) improves infrastructure, environment and operating conditions;
- (iii) provides suitable sites and premises to attract incoming businesses;
- (iv) provides suitable sites and premises to accommodate relocating businesses, from elsewhere in the City; and
- (v) is compatible with existing uses.

2.10 Alternative Uses - The locational and environmental advantages offered in these areas also make them attractive to other uses, such as retail, commercial leisure and housing. The Council will resist encroachment of uses which would undermine the attractiveness and viability of the areas and weaken the City's ability to retain and attract investment.

2.13 In order to protect the status of these locations, the Council will:

- (i) generally resist uses out with Classes 4 'Business', 5 'General Industrial' and 6 'Storage or Distribution', of the Town and Country Planning (Use Classes)(Scotland) Order 1997.

2.14 Ancillary facilities that support industrial and business uses may be permitted where they enhance the attraction and sustainability of the area for industrial and business investment. Such facilities should be of a scale that is

aimed primarily at meeting the needs of businesses and employees within the Economic Development Area.

Committee should note:

- The entire site will be unavailable for Classes 4, 5 or 6 uses if the proposal is granted.
- 'Ancillary' uses are acceptable if deemed appropriate and supportive of the business parks development.

Committee should consider whether:

- The development does not use up space otherwise required for light industrial use, office space or other uses associated with the business park?

6.6 Design and Safety

SG1 (Part 2)

1.22 Location and Design - The location, design and management (the 'ambience') of places can have a profound effect on whether people find them friendly and welcoming, whether they generate a sense of belonging and how people will use and benefit from them. The location and design of new development (and associated facilities and equipment) should, therefore, seek to take into account the wide range of minority and cultural requirements. The impact of bad design is more likely to be felt by groups that experience exclusion in other walks of life such as those with a visual or physical disability, older people, people from minority cultures and faiths, women, carers with young children and those from deprived social backgrounds.

1.23 Inclusive Design Principles - Inclusive design is an approach to the design of places that puts people at the heart of the planning process. It seeks to enhance the quality of places and spaces, ensure their continuing relevance and minimises the need for costly, often unsightly alterations in the future. The principles of inclusive design are:

b) Logic, Safety and Legibility - Logical layouts and clear sightlines enable places to be easily understood and minimise the need for excessive signage. Legible places help to create a sense of security and promote confidence, minimising the need for active surveillance and/or personal support.

Committee should note:

- The proposal is located in a sparsely populated area, surrounded by business uses and bordered by dense vegetation.
- While CCTV is provided, there is no manned provision onsite and no overlooking 'active surveillance'.

Committee should consider whether:

- Has the safety of the end users, particularly women, been sufficiently considered in this development?

8 COMMITTEE DECISION

8.1 The options available to the Committee are:

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

8.2 *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.

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 n/a

disadvantage.

Climate Impacts:

Does the proposal support any Climate Plan actions? Please specify:

What are the potential climate impacts as a result of this proposal?

Will the proposal contribute to Glasgow's net zero carbon target?

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.