



PLANNING APPLICATIONS COMMITTEE

Report by Head of Planning and Building Standards
Development and Regeneration Services

Contact: Alan Shand Phone: 0141 287 8633

Item 3

15th September 2020

APPLICATION TYPE Full Planning Permission

RECOMMENDATION Grant subject to conditions

APPLICATION	19/03634/FUL	DATE VALID	06.12.2019
SITE ADDRESS	27 - 31 St Andrews Drive Glasgow		
PROPOSAL	Installation of air source heat pumps to each flatted dwelling balcony on multi-storey residential blocks.		
APPLICANT	Southside Housing Association Southside House 135 Fifty Pitches Road Glasgow G51 4EB	AGENT	CRGP Ltd Per Aileen Waddell 26 Herbert Street Glasgow G20 6NB
WARD NO(S)	06, Pollokshields	COMMUNITY COUNCIL	02_077, Pollokshields
CONSERVATION AREA		LISTED	
ADVERT TYPE		PUBLISHED	
CITY PLAN			

REPRESENTATIONS/ CONSULTATIONS

9 letters of representation were received, objecting to the proposal, including a petition which contains 30 signatories. Grounds of objection are summarised with appropriate comment, as follows:

Grounds of objection

- The proposals would create noise pollution and therefore impact on amenity;
- The air source heat pumps (ASHPs) would cool the air on the balconies by around 10C reducing their amenity;
- The proposals would significantly reduce the area of useable outdoor amenity on the balconies;
- The pipework required inside the flats will reduce the living space in these already small properties;
- ASHPs would have a cumulative negative effect on the overall appearance of the building;
- The use of additional heaters during the winter, identified by the applicant as necessary to supplement the ASHP's, will significantly reduce the environmental benefits of the ASHPs;
- The installation of ASHPs will impact on the residents ability to move around accessible flats using mobility equipment;
- Given the poor insulation in these properties, ASHPs are unsuitable;
- Tenants have been told that they will be unable to use hot water and the ASHP at the same time. This renders the ASHP unfit for purpose;

- The external downpipes required to remove condensation would damage the recently installed insulating cladding panels;
- The external downpipes would be highly detrimental to the external appearance of the building;
- Service pipework at ground floor level would penetrate concrete beams to the detriment of the buildings structural integrity;
- Construction noise, dust and disruption;
- There is the potential for the fan motor of ASHP systems to fail, causing the units to overheat, with the associated fire risk;
- Potential to decrease property values;

SITE AND DESCRIPTION

The application site consists of 3 no. 8-storey flatted tower blocks located on the south side of St Andrews Drive, within Ward 06 - Pollokshields. The properties are predominantly owned by the applicant and let to tenants, with approximately 30 flats in private ownership.

PROPOSAL

It is proposed that each flat within the tower blocks will have an Air Source Heat Pump (ASHP) unit installed within the balcony area that leads out from the living room. The ASHP works by drawing in air with a fan to heat a refrigerant gas. This gas is compressed to reach temperatures up to 60° C, which heats up the cold water being pumped to the unit. The heated water is then pumped back and stored within a hot water storage cylinder (in a cupboard adjacent to the kitchen) and then distributed throughout the dwelling via surface mounted pipework to a radiator system. The installation programme is intended to assist the applicant in meeting its commitment to offer homes which are affordable to heat and have a lower carbon footprint.

In total 90 pumps could be installed, although each individual tenant would have the choice of whether the pump is installed or not.

Each ASHP would measure approximately 0.9m in width, 0.7m in height and 0.3m in depth and would be located externally on each flats balcony behind a metal barrier to the height of the balcony balustrade. Condensation from the unit would be drawn back into each flats foul drainage.

SPECIFIED MATTERS

Planning legislation requires the planning register to include information on the processing of each planning application (a Report of Handling) and identifies a range of information that must be included. This obligation is aimed at informing interested parties of factors that might have had a bearing on the processing of the application. Some of the required information relates to any consultations and representations that may have been received and is provided elsewhere in the Committee Report. The remainder of the information, and a response to each of the points to be addressed, is detailed below.

A. Summary of the main issues raised where the following were submitted or carried out

i. an environmental statement

Not applicable to this application.

ii. an appropriate assessment under the Conservation (Natural Habitats etc.) Regulations 1994

Not applicable to this application.

iii. a design statement or a design and access statement

The agent submitted a supporting Planning/design statement.

- iv. **any report on the impact or potential impact of the proposed development (for example the retail impact, transport impact, noise impact or risk of flooding)**

Not applicable to this application.

B. Summary of the terms of any Section 75 planning agreement

Not applicable to this application.

C. Details of directions by Scottish Ministers under Regulation 30, 31 or 32

These Regulations enable Scottish Ministers to give directions

- i. **with regard to Environmental Impact Assessment Regulations (Regulation 30)**

Not applicable to this application.

- ii. **1. requiring the Council to give information as to the manner in which an application has been dealt with (Regulation 31)**

Not applicable to this application.

- 2. restricting the grant of planning permission**

Not applicable to this application.

- iii. **1. requiring the Council to consider imposing a condition specified by Scottish Ministers**

Not applicable to this application.

- 2. requiring the Council not to grant planning permission without satisfying Scottish Ministers that the Council has considered to the condition and that it will either imposed or need not be imposed.**

Not applicable to this application.

POLICIES

The current development plan comprises the Glasgow and the Clyde Valley Strategic Development Plan and the Glasgow City Development Plan. There are no directly applicable policies within the strategic development plan. With regards the Glasgow City Development Plan, the relevant Policy and Supplementary Guidance is as follows:

CDP 1: The Placemaking Principle

CDP 5: Resource Management

SG 1: Placemaking, Part 1

SG 5: Resource Management

ASSESSMENT AND CONCLUSIONS

Section 25 of the Town and Country Planning (Scotland) Act 1997 requires that where an application is made under the Planning Acts, it shall be determined in accordance with the provisions of the development plan unless material considerations indicate otherwise.

The principal issues to be taken into account in the determination of this application are considered to be:

- a) whether the proposal accords with the relevant provisions of the Glasgow and Clyde Valley Strategic Development Plan 2017 and the Glasgow City Development Plan;

- b) whether any other material considerations, such as consultations or representations, have been satisfactorily addressed.

In respect of (a), there are no specific policies of relevance to this application proposal in the Glasgow and Clyde Valley Strategic Development Plan. The policies of relevance in the Glasgow City Development Plan are outlined below.

CDP 1: The Placemaking Principle

Policy CDP 1 is an overarching Policy which must be considered for all development proposals to help achieve the key aims of the Glasgow City Development Plan. CDP 1 states that new development should aspire towards the highest standards of design while protecting the City's heritage. New development should respect the environment by responding to its qualities and character.

Whilst there is nothing specific in the guidance regarding this type of development the general principles regarding visual appearance, scale, amenity and noise are still applicable.

With respect to visual appearance the units would be located within an existing recessed balcony which owing to the design of the balustrade and increasing height of the building would ensure that they are not readily visible from street level. Setting the units back from the balustrade and using white casing further reduces any potential visibility at lower level.

Original proposals to place a downpipe to dispose of condensation have been replaced with a proposal to pipe condensation back into each flats foul water pipework. On balance, any effect on the visual appearance of the building or the wider area would be not be so detrimental as to warrant refusal in the context of a development which seeks to contribute to the reduction of fuel poverty and climate change.

Each unit would be located within each flats balcony. This would reduce the area of available amenity space for residents as this is the only formal outdoor amenity space available to residents. The submitted floorplans show that 50% of the balcony (full balcony is approximately 3.4 square meters) would be taken up by the ASHP and barrier. However, detailed balcony plans reflecting the installed units at a similar site under control of the applicant show the barrier positioned closer to the ASHP unit, resulting in 66% of the balcony space being retained for use, equating to an additional 0.5 sq m of amenity space on these relatively small balconies.

Given that some concerns over loss of important outdoor amenity are retained, it is considered that the additional 0.5 sq m is significant in terms of minimising the impact of the proposal on resident's amenity. It is therefore recommended that final details of the balcony arrangement are secured by condition. These should show the barrier positioned closer to the ASHP unit as per the site referenced above.

Noise has been raised as a potential issue through an objection and is a consideration as part of a development of this type. In terms of assessing any potential impact the applicant has provided a Noise Impact Assessment which considers the individual and cumulative noise associated with the proposals when the units are running at full capacity. This assessment confirms that the standard daytime NR35, daytime, and NR25, night time, noise limits would not be breached owing to the units output, buildings construction and location within the recessed balcony. The siting in the balcony would limit any cumulative impact of the units in terms of upward and downward transfer of noise and the individual noise experienced within each flat, particularly living rooms and bedrooms, would be within acceptable limits. As the assessment was completed on the basis of the units running at full capacity, under normal operational capacity any noise would be further reduced and would comply with the Council's standards regarding noise. To offer further protection a condition could be applied requiring compliance with these noise levels. This would ensure that there would be no adverse effect as a result of noise.

On balance, it is considered that the proposal would comply with CDP1 and SG1.

CDP 5: Resource Management

As a renewable source of Energy CDP5 and SG5 – Resource Management are also relevant. Policy CDP5 states that the Council will support proposals that contribute to reducing greenhouse gas emissions and overall energy use and which facilitate the delivery of renewable energy and heat. This includes support for a wide range of technologies that generate energy and/or heat from renewable sources, and distribute it efficiently. Such proposals should not result in unacceptable impacts on landscape character, transport infrastructure, the amenity of surrounding uses or the water, natural or built environments, and should be acceptable when considered against the other policies of the Plan. SG5 supports the above policy by providing guidance on the use and derivation of energy. The guidance confirms that micro renewables can be retrofitted to existing buildings as they contribute to the reduction of carbon emissions and diversify energy mix. SG5 supports proposals for micro renewables in appropriate locations subject to considerations regarding residential amenity, air quality, the natural environment; and the character and appearance of the historic environment. It also states that the cumulative impacts of a number of microgeneration proposals or developments also require to be taken into account.

In relation to residential amenity, as discussed above, the potential impacts of noise from the units has been tested. Subject to a standard noise condition the proposals would not have an adverse effect on amenity, by way of noise. Similarly the visual impact of the units are significantly reduced due to their siting, scale and location.

As the units do not exhaust fumes there would be no impact on air quality. Similarly due to the location of the development there would be no adverse effect on the natural or historic environment.

Overall the visual impact of the development would not be detrimental and any potential effect, by way of noise, could be controlled through condition. The development would comply with SG5.

OTHER MATERIAL CONSIDERATIONS

In respect of **b)**, other material considerations include the views of statutory and other consultees and the contents of letters of objection and letters of support.

Consultations:

Neighbourhood and Sustainability – Public Health: No objection.

12 letters of representation were received, objecting to the proposal, including a petition which contains 30 signatories. Grounds of objection are summarised with appropriate comment, as follows:

Grounds of objection

- *The proposals would create noise pollution and impact on amenity.*

Comment: Subject to these comments the applicant has provided a Noise Impact Assessment which confirms that noise, and cumulative noise from potentially all units running, would be below safe standards. No concerns have been raised by Public Health. A planning condition controlling noise would ensure that neighbouring amenity would be protected.

- *The air source heat pumps (ASHPs) would cool the air on the balconies by around 10C reducing their amenity, and may have a detrimental impact on internal temperatures due to inefficient window seals;*

Comment: Whilst this is not relevant to the installation of the ASHP's and is not therefore a material planning consideration, the issue of inefficient window seals has been raised with the applicant by residents, and it is noted that the applicant has resolved to repair or replace the glazing units.

- *The proposals would significantly reduce the area of useable outdoor amenity on the balconies;*

Comment: This aspect has been assessed in further detail earlier in this report. It is considered that the impact on amenity is acceptable in this regard.

- *The pipework required inside the flats will reduce the living space in these already small properties;*

Comment: This is not a material planning consideration.

- *ASHPs would have a cumulative negative effect on the overall appearance of the building;*

Comment: The units would be located within an existing recessed balcony which owing to the design of the balustrade and increasing height of the building would ensure that they are not readily visible from street level. Setting the units back from the balustrade and using white casing further reduces any potential visibility at lower level. The overall impact is not considered to be significantly detrimental.

- *The use of additional heaters during the winter, identified by the applicant as necessary to supplement the ASHP's, will significantly reduce the environmental benefits of the ASHPs;*

Comment: The applicant has confirmed that this is incorrect. No additional or supplementary heating will be required. Under the MCS governance, each property has a detailed room by room heat assessment calculation. The implemented design exhibits best practice to ensure the heat pump and emitter output correctly matches the heat demand. It also ensures heat is distributed and controllable to satisfy the domestic comfort criteria. Heat loss calculations from installations at virtually identical residential blocks under the control of the applicant have been made available in support of the statement above (30 Invergyle Drive Performance Study Review Pg7).

- *The installation of ASHPs will impact on the residents ability to move around accessible flats using mobility equipment;*

Comment: The applicant has confirmed this is incorrect. The system should not in any way impact a resident's ability to move within or access their property. Following the pilot phase much of the pipework has now been routed below the floor. This has removed the need for boxed in sections in many of the rooms freeing up valuable space. Although the new radiators are longer than the existing storage units, generally they are slimmer in profile and can be sited almost anywhere in the room.

The process of renewal begins with a sit down meeting with the resident. This is a detailed discussion which will look at all aspects of the installation. Key to this, is to recognise and accommodate individual needs. Radiators and pipes can be moved, changed or omitted as required. A bespoke layout and plan is then agreed by all parties before any further work proceeds.

Note - This system is optional.

- *Given the poor insulation in these properties, ASHPs are unsuitable;*

Comment: The applicant has confirmed that this is incorrect. These are not poorly insulated homes. These buildings underwent a substantial upgrade circa 2007-8 to thermally clad and double glaze the properties. These now achieve EPC band C. In Addition the Association has insulated the basement to increase the thermal efficiency. Further improvements are planned to upgrade the common extract air system.

Not only is the ASHP solution suitable, it is the best available option for these properties. Through the systems improved efficiency, residents from phase 1 are now benefitting from warm, comfortable homes which cost less to heat.

This assertion is backed up with real world data:

- Time traced heat decay within properties.
- Time traced heat recovery within properties.
- KW per hour cost to user versus KW per hour of useful heating.

This information has been made available to the planning offices (30 Invergyle Drive Performance Study Review Pg13 / 14 / 18-22).

- *Tenants have been told that they will be unable to use hot water and the ASHP at the same time. This renders the ASHP unfit for purpose;*

Comment: The applicant has confirmed that this is incorrect. The ASHP generates both heating and stored hot water. These can be used simultaneously. The system monitors and optimises these aspects continually or as programmed by the user. Up to 170 litres of hot water is available, as required and should more than satisfy daily demand without affecting the system's ability to maintain comfort ambient conditions. This has never been reported as an issue by any Invergyle Drive resident to date, some of whom have had the system now for over 16 months.

- *The external downpipes required to remove condensation would damage the recently installed insulating cladding panels;*

Comment: The proposal has been amended to substitute the external piping with a proposal to pipe condensation back into each flats foul water pipework.

- *The external downpipes would be highly detrimental to the external appearance of the building;*

Comment: The proposal has been amended to substitute the external piping with a proposal to pipe condensation back into each flats foul water pipework.

- *Service pipework at ground floor level would penetrate concrete beams to the detriment of the buildings structural integrity.*

Comment: This is not within the locus of Planning control and would relate to Building Standards legislation.

- *Construction noise, dust and disruption;*

Comment: This is not within the locus of Planning control. An advisory note is recommended to encourage the applicant to sign up to the Considerate Constructors Scheme.

- *There is the potential for the fan motor of ASHP systems to fail, causing the units to overheat, with the associated fire risk.*

Comment: This is not within the locus of Planning control and would relate to Building Standards legislation.

- *Potential to decrease property values;*

Comment: This is not a material planning consideration.

Conclusion:

Overall the proposal represents a viable, effective and compatible development which would not, on balance, adversely affect residential amenity. Any effect on the visual appearance of the building or the wider area would be not be so detrimental as to warrant refusal in the context of a development which seeks to contribute to the reduction of fuel poverty and climate change.

Subject to compliance with conditions the proposal would comply with the aims of the City Development Plan.

CONDITIONS AND REASONS

01. Noise from or associated with the completed development (the building and fixed plant) shall not give rise to a noise level, assessed with windows closed, within any dwelling or noise sensitive building in excess of that equivalent to Noise Rating Curve 35 between 0700 and 2200, and Noise Rating Curve 25 at all other times.

Reason: To protect the occupiers of dwellings or noise sensitive buildings from excessive noise.

02. All plant, machinery, equipment and associated cabling, pipework and fittings shall be removed once it is

no longer required or becomes redundant.

Reason: In order to protect the appearance of both the property itself and the surrounding area.

03. The installation of the Air Source Heat Pumps shall be undertaken in a manner which retains at least 66% of the balcony associated with each flat as useable amenity space, unless otherwise agreed in writing by the planning authority. Final details of the proposed balcony arrangement, including a plan at a scale of 1:20 shall be submitted to the planning authority and approved in writing prior to the commencement of the approved development.

Reason: In order to safeguard residential amenity.

REASON(S) FOR GRANTING THIS APPLICATION

The proposal was considered to be in accordance with the Development Plan and there were no material considerations which outweighed the proposal's accordance with the Development Plan.

ADVISORY NOTES TO APPLICANT

01. The applicant is advised to consider registering the site with the Considerate Constructors Scheme, which aims to improve the image of the construction industry. For further details, please contact the scheme directly. Considerate Constructors Scheme, PO Box 75, Ware, Hertfordshire SG12 0YX. Telephone: 01920 485959 Fax: 01920 485958 Freephone: 0800 7831423 www.ccscheme.org.uk email:enquiries@ccscheme.org.uk

for Executive Director of Development and Regeneration Services

DC/ ALS/
12/03/2020

BACKGROUND PAPERS

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