



PLANNING APPLICATIONS COMMITTEE

Report by Executive Director of Regeneration and the Economy

Contact: Sean McCollam Phone: 0141 287 6021

Item 1

30th June 2020

APPLICATION TYPE Full Planning Permission

RECOMMENDATION Grant subject to conditions and S.69 agreement.

APPLICATION 19/02640/FUL

DATE VALID 17.09.2019

SITE ADDRESS Site At Laurieston Road/Crown Street, Glasgow.

PROPOSAL Erection of residential development (33 Units) and associated works.

APPLICANT New Gorbals Housing Association.
200 Crown Street
Gorbals
Glasgow
G5 9AY

AGENT Page Park Architects
20 James Morrison Street
Glasgow
G1 5PE

WARD NO(S) 08, Southside Central

COMMUNITY COUNCIL 02_099, Hutchesontown

CONSERVATION AREA

LISTED

ADVERT TYPE Bad Neighbour Development

PUBLISHED 27 September 2019

CITY PLAN Residential

REPRESENTATIONS/ CONSULTATIONS

As the proposed development exceeds 20 metres in height, it represent one of the classes of development identified in Schedule 3 of the Town and Country Planning (Development Management Procedure)(Scotland) Regulations 2013. Accordingly, it was advertised in the Evening Times on 27th September 2019.

Following the statutory neighbour notification process and publishing of the weekly list, 23 letters of objection were received, including a petition with 54 signatories. The salient points of the submissions received are summarised as follows;

- The design and scale of the proposals are out of character with the area and the darkness of the brick will make the proposals look heavy.
- The proposals will overlook and overshadow neighbour flats.
- The proposals do not seem to be energy efficient as they incorporate oversized north facing windows and have more external walls than a simple block design.
- Loss of views from established flats.
- Loss of greenspace, resulting in increased pollution and health issues.
- Residents of the proposed development will be exposed to traffic fumes from the surrounding road network.
- Inadequate neighbour notification and public engagement.
- Inadequate car parking provision with associated impacts on the area in the absence of a controlled parking scheme.
- Absence of a Transport Assessment.
- The proposals will change the entrance to St Ninian Terrace. No details of how the 'no exit' road on St Ninian Terrace will be maintained.

- Potential impacts on pedestrian safety.
- Disruption to residents during building works and associated traffic safety issues.
- Both primary schools in the area are already over capacity and there is no local secondary school without the proposals adding to this.
- Potential for vibrations from construction related activities to impact on neighbouring buildings.

Neighbourhoods and Sustainability (Public Health)	No comments received.
Scottish Environment Protection Agency:	No Objection
Scottish Water	No Objection

RELEVANT PLANNING HISTORY

18/02075/FUL: Full planning permission sought for use of mixed use commercial building as a health and leisure centre. Variation Condition 08 of planning consent 05/00210/DC to alter hours of operation.

05/01116/DC: Deletion of condition 6 from consent 02/02014/DC at Laurieston Road/ Crown Street, Glasgow.

05/00210/DC: Full planning permission granted for use of mixed use commercial building as a health and leisure centre.

02/02014/DC: Full planning permission granted for erection of 14-storey residential development (50 flats) and formation of underground car parking at Laurieston Road/ Crown Street, Glasgow.

PRE-APPLICATION DISCUSSIONS

Pre-application discussions were held which presented an early design of the proposals and discussed their design rationale against the background of a previously approved development proposal for this site. The advice provided highlighted the need for a detailed townscape analysis of the proposals and further examination and justification of the absence of car parking provision.

SITE AND DESCRIPTION

The application site is an area of brownfield land at the most northerly part of Crown Street and Gorbals Town Centre, with Laurieston Road immediately to the west.

The site forms part of a triangular street block with established buildings including a three-storey building containing a public library, offices and shops immediately to the south, returning onto Hospital Street, and a standalone two-storey church building on the corner of Hospital Street and Laurieston Street. Both buildings are served by a central car parking accessed via Hospital Street.

Other nearby buildings include four and five storey modern flats with ground floor shops to the east on the opposite side of Crown Street and a four storey hotel building on the west side of Laurieston Street.

BACKGROUND

The application site formed part of the 1991 Crown Street Masterplan prepared by CZWG Architects and was specifically identified in its townscape plan as a key landmark site, similar in importance to the nearby Caledonia Road Church. This was an important factor in approving full planning permission in 2003 for a 14-storey residential tower containing 50 flats and underground car parking provision. Due to a worsening of the economy and the ambitious nature of the proposals, the development did not proceed. However, the site has since formed part of the Council's dedicated Housing Land Supply with a potential capacity for up to 50 flats.

THE PROPOSALS

The proposed development is for an eight storey building consisting of 33 flats, ground floor bin stores, bicycle stores and a laundry room. Flat types consist of 11 no. 2-bedroom flats, and 22 no. 3-bedroom flats with one of the 6th floor 2-bedroom flats being a duplex unit, extending into the 7th floor. The flats are intended as affordable, social rented flats, managed and let by New Gorbals Housing Association (NGHA).

Due to the exposed nature of the site, the proposals will have a strong public presence, with its east elevation being read from Crown Street and its north and west elevations read from Laurieston Road. Whilst the south elevation will be partially obscured by the adjoining library building, it will be visible from views further south on Crown Street.

The proposals will generally follow the established building line on Crown Street and on Laurieston Road, it will be set back from the footway to aid privacy for ground floor flats with the intervening areas being formed as 'rain gardens' as part of the drainage strategy for the proposals. Whilst these will provide a passive amenity value, arising from the constrained town centre nature of the site, it has not been possible to provide useable on-site amenity space.

Proposed external materials include 'Edenhall Glencoe Blend Vintage' buff coloured high quality brick as the principal material, curtain wall glazing to ground floor entrance, aluminium-clad windows to flats, polyester powder coated steel balustrades and Rheinzink pre-patinated zinc roof parapet capping.

Boundary treatment on the north and east site boundaries will include a low level perimeter wall using the same buff facing brick, a pre-cast concrete coping and with balustrades to match those on the flats. An additional corner pre-cast corner detail including 'Gorbals' recessed lettering will be installed at the norther edge of the site, marking a formal entrance into the neighbourhood.

Residents' principal access to the flats will be via Crown Street, although a ramped rear entrance will also be formed to access two proposed disabled accessible parking spaces in the shared courtyard.

POLICIES

Glasgow City Development Plan 2017

CDP1 The Placemaking Principle	SG1 The Placemaking Principle
CDP5 Resource Management	SG5 Resource Management
CDP6 Green Belt and Green Network	SG6 Green Belt and Green Network
CDP8 Water Environment	SG8 Water Environment
CDP11 Sustainable Transport	SG11 Sustainable Transport
CDP12 Delivering Development	SG12 Delivering Development

SPECIFIED MATTERS

Schedule 2 of The Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2013 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 consultations and representations that 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.
Under the EIA regulations the proposal does not constitute a Schedule 1 development. Schedule 2 of the Regulations lists those schemes with applicable thresholds and criteria for which an Environmental Impact Assessment may be required. Under the heading of Infrastructure Projects, 'urban development projects' may require EIA if the site area of the scheme is more than 0.5 hectares. As the site amounts to 0.0948ha, it does not represent Schedule 2 development, nor does it present any characteristics that would point to the need for EIA. Accordingly, EIA is not required.
- ii. An appropriate assessment under the Conservation (Natural Habitats etc.) Regulations 1994.
Not applicable in this instance.
- iii. A Design Statement or a Design and Access Statement.
Issues relating to design and access have been addressed by the applicant in a Design and Access Statement submitted as part of the application.

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

Having regard to the town centre location of the site and the nature of development proposed, no other specialist reports were required to accompany the application.

B. Summary of the terms of any Section 75 Planning Agreement

Whilst a Section 75 agreement is not required, it will be necessary to secure developer contributions under Section 69 of the Local Government (Scotland) Act 1973 in lieu of on-site amenity provision generated by the proposals. The amount involved is £18,256, to be paid in full prior to the release of Planning Permission.

C. Details of directions by Scottish Ministers under Regulation 30, 31, 32 or 33 of The Town and Country Planning (Development Management Procedure) (Scotland) Regulations or under regulation 5(11) or 45 of the Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2011, details of such direction in respect of that decision.

With regard to the development management regulations, these enable Scottish Ministers to give directions:

- i requiring a planning authority to consult with such authorities, persons or bodies as are specified in the direction before granting or refusing an application (Regulation 30)
Not applicable.
- ii requiring the Council to give information as to the manner in which an application has been dealt with (Regulation 31)
Not applicable.
- iii restricting the grant of planning permission (Regulation 32)
Not applicable.
- iv. (a) requiring the Council to consider to consider imposing a condition specified by Scottish Ministers.
Not applicable.
- (b) requiring the Council not to grant planning permission without satisfying Scottish Ministers that the Council has given consideration to the condition and that it will either be imposed or need not be imposed.
Not applicable.

In terms of the EIA regulations, The Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2017 are now in force with the effect that Regulation 5(11) and 45 referred to above are now superseded by Regulation 7(5) and 50 respectively. These regulations allow for Scottish ministers to direct that;

- i. a particular development of a description mentioned in Column 1 of the table in Schedule 2 is EIA development in spite of the fact that none of the conditions contained in sub paragraphs (a) and (b) of the definition of "Schedule 2 development" in regulation 2(1) is satisfied in relation to that development Regulation 7(5).
Not applicable.
- ii development which is both of a description set out in Column 1 of the table in schedule 2, and of a class described in the direction, is EIA development for the purposes of these Regulations (Regulation 50).

Not applicable.

ASSESSMENT AND CONCLUSIONS

Sections 25 and 37 of the Town and Country Planning (Scotland) Act 1997, as amended, requires that where an application is made under the Planning Acts, it shall be determined in accordance with the Development Plan unless material considerations indicate otherwise.

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

- (a) whether the proposal accords with the Development Plan; and
- (b) Whether any other material considerations have been raised during the application process to outweigh the provisions of the statutory Development Plan.

In respect of (a), the Development Plan consists of The Glasgow and the Clyde Valley Strategic Development Plan (Approved 24th July 2017) and the Glasgow City Development Plan (adopted 17th March 2017). The proposal has no Strategic Development Plan implications.

In terms of the Glasgow City Development Plan, the following policies and Supplementary Guidance are particularly relevant to the assessment of the proposals;

CDP1 AND SG1 THE PLACEMAKING PRINCIPLE

Policy CDP1 requires a holistic, design-led approach to development to achieve the City Development Plan's key aim of creating and maintaining a successful, high quality, healthy place.

SG1, Part 1 sets the context and approach to placemaking established in CDP1. It notes that the City Development Plan seeks to move away from the traditional land use based approach of previous local plans: placemaking principles should inform all development. It identifies six qualities of place: character and identity, successful open space, legibility and safety, ease of movement, vibrancy and diversity, adaptability and sustainability which are supported by a series of placemaking principles to guide development proposals.

New development should not have an undue adverse impact on the amenity of adjacent land or property but should relate and respond to its surroundings. It should have a high quality contemporary design and sympathetic palette of materials. It should help to reinforce the legibility of local areas by responding to local features and characteristics and reflecting a clear understanding of neighbouring urban forms.

New development should be well connected, prioritise active travel and impact positively on quality of life. It should demonstrate the highest standards of sustainable design and construction and be able to respond and adapt positively to changing circumstances. Housing, leisure facilities and places to work and meet should be well-connected and form identifiable, walkable mixed neighbourhoods that provide a variety of experiences and opportunities.

SG1, Part 2 provides detailed assessment criteria for development. In particular, it provides guidance for residential developments and on matters relating to detailed design, layout, building materials, amenity provision, waste and recycling storage and energy efficient buildings. All new development in Glasgow should be primarily design led and should be determined by the nature of a site, the wider site context and the City's broad urban design objectives.

The sites position on the corner of Laurieston Road is on the same axis as Saltmarket in the city centre with distant views available of part of the Tollbooth Steeple. Just as the approach to the city centre is visually terminated by the Tollbooth Steeple, the accompanying Design and Access Statement presents that the proposals will terminate this vista on the approach southwards and its scale at approximately 27.5 metres high on its north elevation has been arrived at with this in mind. The building will also terminate the western vista along Old Rutherglen Road and again has been scaled accordingly. With the buildings varying roof line, this elevation varies between 27.5 metres high at its northern end, 22 metres high at the lowest point of the roof and rising up to 25 metres on its south elevation where it abuts the neighbouring library. Whilst extending approximately 13.5 metres above roof fascia level of the library, the overall building scale is justified as a response to its key landmark location.

The design of the proposals features an inverted pitch roof with the zinc standing seam surface concealed behind roof parapets. The roof design is clearly read on the principal elevation to Crown Street with the remaining fenestration on this elevation being relatively uniform in appearance with a regular pattern of windows and balconies, initially maintaining the building line of the library before stepping back into the site. This set back will provide a privacy buffer between windows of flats and the footway on Crown Street, incorporating a low level wall and railings.

Due to the configuration of Laurieston Road, views of the north, west and to a lesser degree, the south elevation are available from the road. The north elevation has a more faceted arrangement, with three projecting bays of windows and balconies extending out from the main body of the building and with the stepped building line on Crown Street also being evident. Again, ground floor flats are set back off Laurieston Road to ensure sufficient levels of privacy for residents, enhanced further through the use of low level planting to the rear of railings.

This faceted and stepped arrangement is also evident on the west elevation and results in a layered appearance to the building. Each of the bays incorporate the inverted pitch roof profile and with provision of a strong vertical window pattern and the use of brick detailing between windows, the proposals provide an appropriate fenestration westwards onto Lauriston Road.

The south elevation beside the library will incorporate windows with brickwork detailing close to its edge with Crown Street and at high level, which will collectively help to animate this elevation from the limited views available from the south.

All rainwater goods have been concealed to help maintain a minimalist appearance to the facades. It is noted that the applicant has opted to use single gas fired boilers for individual flats, each of which will require a flue. As a consequence, boiler flues will feature on the east, south and west elevations of the building. Whilst domestic single gas boilers are being phased out following the introduction of Scottish Government legislation in 2024, they remain a feasible option up until then. Whilst not ideal in design terms and with the potential for staining of brickwork, they have been clustered to help manage their associated visual impact.

Intended external materials are buff coloured Glencoe Vintage Sandstock high quality facing brick as the principal material. Glazing to flats will be aluminium-clad windows whilst the main entrance from Crown Street will incorporate curtain wall glazing as part of the lobby arrangements. Balconies to flats and handrails to the perimeter of the site shall use the same steel balustrade design, finished in a polyester powder coating. It is noted that the immediate area incorporates several varying colours and tones of facing brick and cladding material, with no one colour dominating. The high quality yet relatively simple palette presented with the proposals is considered to be appropriate for the building itself and its setting. In light of the landmark nature of the proposals, it will be necessary to use of a safeguarding condition to ensure this quality is delivered.

The net effect of the proposals has created a building design that is suitably scaled for its setting and that is fully visible and appropriately presented in the round.

Daylight and Sunlight

In light of the established street pattern associated with the site and the scale and footprint of development proposed, the applicant was asked to undertake a daylight study to demonstrate the potential impact on residential flats to the east.

The resultant analysis has been prepared using the principles established by Building Research Establishment (BRE) Report "Site Layout Planning for Daylight and Sunlight – a guide to good practice, 2nd Edition, 2011". Buildings within scope for assessment are 109 to 110 Old Rutherglen Road which includes flats with an aspect onto Crown Street. Within these flats, there are five sets of windows on the 1st and 2nd floors, nine sets of windows on the 2nd floor and one set on the 3rd floor.

The study acknowledges the BRE guidance on analysing obstruction angles as follows;

- An obstruction angle of 25 degrees or less will have very little to no impact.
- 25-45 degrees will have a more noticeable impact
- 45-65 degrees more significant impact, and
- 65 degrees or more will make it impossible to achieve reasonable daylighting unless very large windows are used.

The applicant has offered a Glasgow context for comparison purposes, where it is asserted that the obstruction angle of a ground floor flat window within a traditional tenement street is around 35 degrees.

The study pointed to impacts at two locations highlighted on sections B and C, illustrated in drawing 1092 and 1093, although there will be no impact to the primary windows, as highlighted at section A. The study found the angle of obstruction from each of the effected windows on section B and C, ranged from 40.5 degrees on the first floor, to 30.5 degrees on the top floor, representing 'very little to no impact'. The majority of windows in layout drawing 1092 are not affected (as highlighted in green on the drawing), due to angles of view that do not cross with the proposal.

To mitigate daylighting impacts, the proposed design steps away from the west corner of St Ninian Terrace, increasing the street width between the existing and proposed scheme to 25m. The study points out that the existing adjacent development has taller 'tenement style' windows, which provide greater levels of light, similar to what is found in traditional Georgian streets. The case presented asserts that this mitigates the impact of the proposal for the windows affected. In addition, it is noted that the corner room of the existing building affected is dual aspect, gaining unobstructed light from the south.

The study indicates that there is only one room in the opposite development that will not achieve typical Glasgow levels of daylight. As previously acknowledged, the window has a taller aspect to width ratio which allows better light levels.

As established in the BRE Guidance document from which the study is derived, the guidance should not be seen as an instrument of planning policy and is intended to assist rather than constrain the designer. In this regard, they should be interpreted flexibly, since natural light is only one of many factors in site layout design. Different considerations may be applicable in certain circumstances, such as historic city centre locations or areas with high rise buildings where a higher degree of obstruction may be unavoidable, if new developments are to match the height and proportions of existing buildings or respond appropriately in placemaking terms.

Having regard to the established street pattern, opposing window to window distances in excess of 18 metres and bearing in mind the scale of development previously approved, it is accepted that the adjacent flats will not experience any significant impact on quality of daylight provision.

Refuse and Recycling

Refuse and recycling stores have been provided for at ground floor level, accessible externally via a side entrance from either the street or the rear of the building. The store has provision for 10 no. 1370 litre bins with a rolling distance of approximately 5 metres to the pavement for collection purposes.

CDP5 RESOURCE MANAGEMENT AND SG5 RESOURCE MANAGEMENT

With the Climate Change (Scotland) Act 2009 setting a target of reducing greenhouse gas emissions attributable to human activity by at least 80% by 2050, with an interim target of a reduction of at least 42% by 2020, CDP5 and SG5 requires that all new domestic and non-domestic developments are designed to reduce the need for energy from the outset. Accordingly, proposals must include a Statement on Energy, setting out the intended energy efficiency measures intended to be adopted.

The submitted SoE highlights the intention to adopt a 'fabric first' approach, where the proposals will need to achieve minimum energy efficiency through the fabric of the building. The proposed approach will also see the installation of combi gas boilers in each of the flats with photovoltaic panels at roof level and a wastewater heat recovery system. The SoE includes a breakdown of compliance for each flat. Whilst there are 6 flats out of 33 proposed that won't meet Gold Standard on Aspect 1 (CO2 emissions reduction), the proposals as a whole exceed the requirement by achieving a carbon dioxide emissions saving of 30.81% against an established target of 27%. All flats will achieve the requisite Aspect 2 Silver, incorporating space heating zones within flats, with 4 achieving Gold.

These combined measures demonstrate a commitment to reducing greenhouse gas emissions in line with CDP5/SG5 and shall be safeguarded by condition to ensure their delivery.

CDP6 GREEN BELT AND GREEN NETWORK AND IPG6 GREEN BELT AND GREEN NETWORK

The site is identified as “6.31 Amenity Greenspace – Housing” on the Council’s Open Space Map and is, therefore, protected, as open space, by policy CDP6. IPG6 Green Belt and Green Network has been approved by Committee as non-statutory Interim Planning Guidance to support policy CDP6 of the plan until such times as SG6 has been approved. Paragraph 4.2 of IPG6 reiterates the strong presumption in favour of the retention of open space set out in CDP6, however, paragraph 4.3 acknowledges that there may be some circumstances in which the Council will permit development on open space, including where, for publicly usable open spaces such as this:

- a) the open space has little open space value when considered against the relevant criteria of BOX 1/Figure 1. In such circumstances, the Council will expect a contribution towards mitigating the loss of this open space; or
- b) the proposal would be directly related to the current use(s) of the open space and would not adversely impact on its functions; or
- c) the proposal would be brought forward in conjunction with a proposal for an equivalent, or higher quality, new open space to replace that being lost. The replacement space should be in an acceptable location which would better serve local needs; or
- d) it is to be developed in accordance with an approved masterplan that provides for a redistribution of open space to be delivered in line with this IPG and that provides equivalent or enhanced functionality;

As previously discussed, the Design and Access Statement indicates that the site forms part of the 1991 Crown Street Masterplan developed by CZWG and that this site is identified in the masterplan’s townscape plan as a key landmark. Following this, full planning permission for flats on the site was granted in 2003 and the site is identified in the City Development Plan as a housing site, confirming that housing development on the site is part of the long-term strategy for the area. Whilst the masterplan was prepared before IPG6, meaning that it does not provide for “a redistribution of open space to be delivered in line with this IPG and that provides equivalent or enhanced functionality”, it is clear that the Crown Street masterplan did give careful consideration to the provision of open space, as witnessed by the creation of Gorbals New Park circa 300m to the south of the site and to the provision of green infrastructure throughout the area in the form of large, landscaped back courts, street trees, etc. On balance, it is considered that the proposal can be justified against criterion d) above.

CDP8 WATER ENVIRONMENT AND SG8 WATER ENVIRONMENT

Policy CDP8 and SG8 recognises the increased likelihood of flooding from pluvial, fluvial and coastal sources, and with the interconnectedness of sewerage and drainage infrastructure, an increased likelihood of flooding from sewers also. Applicants will therefore need to demonstrate that proposals minimise and reduce the risk of flooding; avoid any increase risk of flooding from other sources, either within or outwith the site as a consequence of the development; and avoid any increase in the quantity and rate of surface water runoff. The Council has developed a ‘Flood Risk and Drainage Impact Assessment: Planning Guidance for Developers’ to assist deliver these policy requirements.

The proposals in this instance are accompanied by a Flood Risk and Drainage Impact Assessment, prepared by SLR Consulting Limited, which indicates that the risk of flooding in this area is principally from surface water effects, rather than from fluvial or tidal flood risk sources. It references a flooding event in September 2008 as a consequence of a damaged water pipe on Crown Street north of the A74, but flooding at this time did not extend to the site. The FRA confirms that the development levels are generally suitable for the flood risk profile at the site and that there is also adequate provision for emergency ingress/egress.

The proposals will manage surface water run-off by directing it to the rain gardens on the Laurieston Road frontage, where it will be attenuated within below ground storage tanks. The rain gardens will incorporate a hydrobrake to restrict the surface water flow rate to 1.0 litres per second, prior to discharging to the existing combined sewer on St Ninian Terrace. The applicant’s pre-development query response from Scottish Water has also been made available and confirms there is currently sufficient capacity in the Shieldhall Waste Water Treatment Works to service the development.

Notwithstanding the above details, it will be necessary to secure final SUDS details through use of a safeguarding planning condition.

CDP11 SUSTAINABLE TRANSPORT AND SG11 SUSTAINABLE TRANSPORT

Policy CDP 11 Sustainable Transport aims to ensure that Glasgow is a connected City, characterised by sustainable and active travel. SG11 Sustainable Transport supports this policy by providing guidance on how development proposals will be expected to address the transport demands that they give rise to.

For residential developments outwith the city centre, it is expected that they provide 1 space per flat for residents parking and a further provision of 0.25 spaces per flat for visitor parking.

The current proposals makes provision for two dedicated disabled accessible car parking spaces in the shared rear parking court area.

The applicant's agent has confirmed that the allocation process for the flats will identify applicants who do not require a parking space. Applicants will be advised that if they think they may require a parking space they should not accept an offer of accommodation within this development. Tenants will be advised, in writing, as part of their tenancy pack, that there are no parking spaces allocated to the development.

As also clarified, NGHHA tenant profile is typified by low car ownership, reflecting both the location of the Gorbals on the edge of the city centre and in close proximity to other amenities, in addition to the socio-economic profile of the social rented sector. NGHHA completed a survey of their most recently completed 1 and 2 bedroom flats in 2019. Of the randomly selected sample of 100 households surveyed, a total demand for 33 car parking spaces was identified which is also stated to reflect the associations wider experience of managing housing in the area. Of the 111 car parking spaces owned by NGHHA in the immediate area and associated with 134 social rent properties (including larger 3-bed properties), weekend use saw a peak demand for 56 spaces. NGHHA further estimate that the area is characterised by approximately 42 cars/100 households, falling to as low as 33 cars/100 households for smaller one and two bedrooomed flats.

In the case of the current proposals, the site is relatively small at 948m² and it is not possible to achieve car parking provision at all if an appropriate placemaking response for this town centre site is to be achieved. The case presented notes that the clear majority of the tenants do not require dedicated parking spaces and this proposal will meet the needs of this group.

During weekday hours, it is recognised that unregulated, commuter driven car parking demand results in significant pressures for car parking spaces within the area, which the applicant also attributes to the recently opened health centre at Sandiefield Road and the nearby nautical college. However, it is stressed that this parking is not utilised by the resident population, giving further opportunities for 'fly parking'.

The case is also made that Gorbals Town Centre and the outlying area has good levels of amenities and is well served by transport links, given its location within a recognised High Accessibility area on the periphery of the city centre.

If parking was to become a future issue, NGHHA have confirmed that tenants of the proposed development could access the previously mentioned 111 car parking spaces they own and manage, 22 of which are within 150 metres of the site and the remainder being within 300 metres. The net effect of this would be to increase the established car parking demand for those spaces to 65% of their capacity.

On balance, whilst the lack of car parking provision generated by the proposals is evidently non-compliant in policy terms, it is accepted that NGHHA have presented a reasonable case in support of the proposals in light of the extent of private car parking provision available to them and its existing limited demand from their residents.

CDP12 DELIVERING DEVELOPMENT AND IPG12 DELIVERING DEVELOPMENT

Policy CDP12 and IPG12 require flatted developments of 10 flats or more to provide 1.25 hectares of recreational open space per 1,000 population, comprising; 0.35 hectares for children's play and 0.55 hectares for amenity open space/parkland (including 0.05 hectares for allotments or community gardens). It is the Councils preference to see these requirements fully delivered on site, where practicable, but it is recognised that there are circumstances whether this is not always achievable.

In this instance, due to the constrained size and configuration of the site, surrounded on two sides by public road and the need to publically address both, it is not possible to achieve on site amenity provision. The amenity space standards generated by the development and the equivalent developer contribution are set out as follows;

- 224m² amenity space generated – equivalent financial contribution of £7,303

- 22m² allotment space generated – equivalent financial contribution of £730
- 314m² children's play space generated – equivalent financial contribution of £10,223

The applicant has confirmed they are prepared to enter into a legal agreement in accordance with Section 69 of the Local Government (Scotland) Act 1973 to secure the full payment of £18,256 before the decision notice issues.

MATERIAL CONSIDERATIONS

With regards to (b), whether any other material considerations have been raised during the application process to outweigh the provisions of the statutory Development Plan, the representations received are summarised and commented on as follows;

- The design and scale of the proposals are out of character with the area and the darkness of the brick will make the proposals look heavy.

Comment: The design intentions of the 1991 Crown Street Masterplan envisaged the application site as a landmark site which called for a statement building of scale, which led to the approval of a 14 storey building in 2003. As the townscape considerations of the area and the site have not significantly changed, these principles remain relevant today and the scale of the proposals are considered to be appropriate, although not as visually assertive as the previously approved development. Whilst the regeneration of Gorbals is primarily characterised by a tenement scale, no one architectural style dominates and the area supports a vibrant mix of architectural styles with varying palettes of external materials. The proposals are considered to be a coherent piece of architecture and an appropriate response for this site.

- The proposals will overlook and overshadow neighbour flats.

Comment: Distance between opposing windows of existing flats is in excess of the Council's 18 metre requirement and on this basis, no privacy issues will arise. In terms of potential for overshadowing, the applicant's architects carried out a daylight analysis, which points to two flats likely to experience 'very little to no impact' when assessed against BRE guidance.

- The proposals do not seem to be energy efficient as they incorporate oversized north facing windows and have more external walls than a simple block design.

Comment: Delivering a simple block design at this landmark location is unlikely to result in a suitable placemaking response. Whilst the proposals will require greater extent of external wall space as a consequence of the elaborate design, the submitted Statement on Energy has demonstrated that the overall development will be energy efficient, meeting Gold Standard on Aspect 1 and Silver on Aspect 2.

- Loss of views from established flats.

Comment: Loss of view is not material grounds for objection and cannot be taken into consideration.

- Loss of greenspace, resulting in increased pollution and health issues.

Comment: The proposals have been assessed against CDP6 and IPG6. With the initial establishment of the site for residential purposes in the 1991 Crown Street Masterplan, the approval of 50 flats on the site in 2003 and the safeguarding of the site in the current City Development Plan for residential purposes up to 50 units, it is accepted that the site was always intended for residential purposes, notwithstanding its temporary greening. The site doesn't currently provide a quality greenspace function, unlike the nearest park, Gorbals New Park circa 300m away. There is no reason to support the suggestion that the development will result in a significant rise in pollution or health issues.

- Residents of the proposed development will be exposed to traffic fumes from the surrounding road network.

Comment: The proposals can incorporate sufficient levels of mechanical ventilation to avoid the need to open windows, which will be safeguarded by a condition of planning permission.

- Inadequate neighbour notification and public engagement.

Comment: Neighbour notification has been issued to every property within 20 metres of the application site in accordance with the statutory provisions and the record of addresses is available to view on the Council's planning portal. Furthermore, the proposals were advertised in the local press, affording the general public the opportunity to review and comment on the proposals. Arising from the number of residential units proposed, the proposals represent a local development and does not generate any further requirements for public consultation.

- Inadequate car parking provision with associated impacts on the area in the absence of a controlled parking scheme.

Comment: The proposals will be for affordable, social rented flats, managed and let by New Gorbals Housing Association (NGHA). The case made by the association in support of the applicant points out that their existing social rented tenants have a low car ownership rate and that intended residents will be informed that there is no car parking provision associated with this development. Should car parking demand arise in the future, NGHA have the opportunity to offer access to their existing private car parking provision. When taken with their existing residents, the total car parking demand based on a current survey of car ownership rates of tenants will not exceed existing car parking supply levels. It is recognised that parking pressures in the area outwith weekends are exacerbated by commuter parking demands, however, it is accepted on balance that the applicant has the ability to manage their residents parking demands within their private property, should the need arise. The proposals must also be balanced against their location within Gorbals Town Centre and with high accessibility to public transport, including bus stops on Laurieston Road, Gorbals Street and Pollokshaws Road and Bridge Street subway station within 750m.

- Absence of a Transport Assessment.

Comment: The proposals are not of a scale of development that would normally require a formal transport assessment.

- The proposals will change the entrance to St Ninian Terrace. No details of how the 'no exit' road on St Ninian Terrace will be maintained.

Comment: The completed flats will have no impact on the operational characteristics of the surrounding road network or access to existing flats.

- Potential impacts on pedestrian safety.

Comments: As the proposed flats will not impact on pedestrian movement, there is no reason to suggest that the pedestrian safety will be compromised.

- Disruption to residents during building works and associated traffic safety issues.

Comment: It is accepted that some degree of constructed related impacts are an inevitable product of any construction activity. Excessive construction related noise and dust impacts are investigated by the Councils Environmental Health service under the remit of environmental health legislation. However, a method statement highlighting the intended operational practices can be secured by condition. An advisory note can also be included to inform the applicant of the recommendations/standards laid down in BS5228 Part 1: 1997 "Noise and Vibration Control on Construction and Open Sites".

- Both primary schools in the area are already over capacity and there is no local secondary school without the proposals adding to this.

Comment: Whilst it is recognised that schools are an important element of any community, their capacity constraints are not linked to development opportunities within the City Development Plan and is therefore, not a material consideration in this instance.

- Potential for vibrations from construction related activities to impact on neighbouring buildings.

Comments: The potential for vibrations as a consequence of construction related activities is a building standards matter and not a material consideration in the planning application process.

CONCLUSION

The site in question was established as part of the 1991 Crown Street Masterplan where it was intended to accommodate a landmark building, with full planning permission subsequently approved in 2003 for a 14 storey development containing 50 flats. The principle for this extent of residential development has subsequently formed part of the councils Housing Land Supply, as reflected in the Glasgow City Development Plan 2017. This long-standing the principle supporting residential development on this site is accepted as justification against setting aside its greenspace designation.

The format of development proposed, whilst taller than the established datum of the wider area, reflects the intentions for the site to deliver a landmark building for the area. The proposals have been appropriately scaled for its immediate context and has been designed to suitably respond to all public vistas

The proposals will follow the established building line on Crown Street, which will ensure that adequate separation distances are achieved between opposing residential windows without any adverse impacts on daylight for neighbouring flats.

Whilst the proposals do not accord with the parking standards of SG11, the applicant has made a convincing case in support of the development, based on their intended tenure for social rented flats and the established pattern of car ownership in the housing associations localised portfolio. Whilst the properties will be marketed as not having car parking provision, should any car parking demands arise, these can be accommodated in the associations existing private parking supply without any adverse impacts for their other residents.

Other material considerations including representation have been considered, however these do not outweigh the proposal's accordance with the Development Plan. On this basis, it is recommended that planning permission is granted, subject to the following conditions and a Section 69 agreement to secure developer contributions in lieu of on-site amenity provision. .

CONDITIONS AND REASONS

01. External materials shall be;

- (a) Edenhall Glencoe Blend Vintage' buff coloured high quality brick,
- (b) Curtain wall glazing to ground floor entrance,
- (c) aluminium-clad windows to flats,
- (d) polyester powder coated steel balustrades, and
- (e) Rheinzink pre-patinated zinc roofing and parapet capping.

Samples, along with details of mortar colour, shall be submitted to and approved by the planning authority in writing in respect of type, colour and texture. Written approval shall be obtained before the materials are used on site.

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

Reason To enable the planning authority to consider this/these aspect(s) in detail.

02. All external colours shall be approved in writing by the planning authority before they or any relevant materials are used on the site.

Reason In order that the works do not detract from the appearance of the building

03. Other than balanced flue terminals shown on drawing numbers NG-PPA-0-ZZ-DR-A-1101 Revision F Proposed North Elevation, NG-PPA-0-ZZ-DR-A-1102 Revision F Proposed East Elevation, NG-PPA-0-ZZ-DR-A-1103 Revision F Proposed South Elevation and NG-PPA-0-ZZ-DR-A-1104 Revision F Proposed West Elevation, no external fittings including gas and water pipes, gas and water meter boxes, other balanced flues, solar panels, wind turbines, burglar alarms, security lights and cameras, air conditioning and ventilation plant, grilles or ducts shall be installed on any externa elevations.

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

- 04.** No lift housing, plant or equipment, including photovoltaic panels, to project through beyond parapet/roof profile.
- Reason** To ensure that the proposed development conforms to the standards approved by the Council in respect of developments within the City Centre
- 05.** Before any work on the site is begun, 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.
- Reason** To ensure that the landscaping of the site contributes to the landscape quality and biodiversity of the area.
- 06.** All landscaping including planting, seeding, turfing and hard landscaping as contained in the approved details shall be completed by the end of the first planting and seeding season following the occupation of the building(s) or the completion of the development, whichever is the sooner. All landscaping shall be maintained in the approved form.
- Reason** To ensure that adequate levels of landscaping and amenity are created on site.
- 07.** Any trees or plants which, within a period of five years from the completion of the development, die, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species unless the Planning authority gives written consent to any variation.
- Reason** To ensure that the landscaping of the site contributes to the landscape quality and biodiversity of the area.
- 08.** A maintenance management schedule for the landscaping scheme shall be submitted to and approved by the planning authority prior to the commencement of any works. The landscaping shall be maintained in accordance with the approved management schedule.
- Reason** To ensure that the landscaping of the site contributes to the landscape quality and biodiversity of the area.
- 09.** Unless otherwise agreed in writing by the planning authority prior to development commencing on site, the final finished floor levels of all buildings shall be constructed in accordance with the criteria outlined in the self-certified 'New Build Affordable Housing, Northgate, Crown Street, Glasgow Flood Risk and Drainage Impact Assessment,' prepared by SLR Consulting Limited.
- Reason** To minimise the risk of flooding and its adverse effects.
- 10.** No surface water runoff from the development will be permitted to discharge to any watercourse without the approval of Glasgow City Council. Prior to the commencement of construction works on site, final details of the proposed surface water drainage design and SUDS (Sustainable Urban Drainage Systems) shall be submitted for the written approval of the planning authority and thereafter, shall be fully implemented in the approved format.
- Reason:** To enable the planning authority to consider this/these aspect(s) in detail.
Reason: In order to ensure effective surface water drainage.
- 11.** Prior to the commencement of construction works on site, the final detailed drainage layout, including connection point to the Scottish Water combined sewer, shall be submitted for the written approval of the planning authority and thereafter, shall be fully implemented in the approved format.
- Reason** To enable the planning authority to consider this/these aspect(s) in detail.
Reason In order to ensure effective surface water drainage.
- 12.** Before development commences on site a Statement on Energy (SoE) shall be submitted to and approved

in writing by the planning authority. The SoE shall analyse the energy and CO² savings that can be achieved in the development by utilising energy efficient design, practice and technologies. It shall demonstrate how the development will incorporate low and zero-carbon generating technologies to achieve at least a 20% cut in CO² emissions and the 'Gold' sustainability label, or better, as per the Building Standards Technical Handbook Section 7: Sustainability.

The development shall thereafter be constructed in compliance with the approved SoE. Formal confirmation of the constructed development's compliance with the SoE, carried out by a suitably qualified professional, shall be submitted to and approved in writing by the planning authority before the development/the relevant part of the development is occupied

Reason: To reduce energy consumption and greenhouse gas emissions by ensuring that the development is designed and constructed to be energy efficient, and utilises cleaner and more renewable sources of energy.

Reason: To comply with City Development Plan policy CDP 5: Resource Management.

13. Door threshold levels shall be compatible with existing footway levels and doors and gates shall not be capable of opening outwards over the footway.

Reason In the interests of pedestrian safety

14. The public footpath between St Ninians Terrace and Laurieston Road at north of the site to be maintained for public use.

Reason In the interest of traffic safety at the locus

15. Safe, secure and sheltered cycle parking shall be provided in accordance with SG11 of the City Development Plan.

Reason To ensure that cycle parking is available for the occupiers/users of the development.

16. NS Before any work on the site is begun, a comprehensive site investigation report shall be submitted for the written approval of the Planning Authority. Site investigations shall be conducted and reported in accordance with current and recognised codes of practice such as British Standards Institution "The investigation of potentially contaminated sites – Code of Practice" and BS ISO 18400 Series of Standards. The investigation reports shall include a risk assessment of all relevant pollutant linkages, as required by Planning Advice Note PAN33 Development of Contaminated Land. Where a risk assessment identifies any unacceptable risk or risks, a remediation strategy shall be prepared that sets out all the measures necessary to bring the site to a condition suitable for the intended use and must be agreed with the Planning Authority in writing prior to work starting on the development. The remediation strategy shall also include a timetable and phasing plan where relevant.

The approved remediation scheme shall be carried out in accordance with the approved strategy unless otherwise agreed in writing by the Planning Authority. Upon completion of the remediation works and prior to the site being occupied, a verification report which demonstrates the execution of the completed remediation works in accordance with the approved remediation scheme shall be completed by a suitably qualified Engineer and submitted for approval in writing by the Planning Authority.

Reason To ensure the ground is suitable for the proposed development.

17. NS In the event that any previously unsuspected or unencountered contamination is found at any time when carrying out the approved development, it shall be reported to the Planning Authority within one week and work on the affected area shall cease unless otherwise agreed by the Planning Authority in writing. A comprehensive contaminated land investigation and assessment shall be conducted to determine the revised contamination status of the site and a remedial strategy where required shall be prepared and agreed in writing with the Planning Authority before work recommences on site. Upon completion of the remediation works and prior to the site being occupied, a verification report which demonstrates the effectiveness of the completed remediation works shall be submitted and approved in writing by the Planning Authority.

Reason To ensure the ground is suitable for the proposed development.

18. Noise from or associated with the completed development (the building and fixed plant) shall not give rise

to a noise level, assessed with windows opened, 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.

19. Before any work on the site is begun, a noise survey demonstrating the impact of road traffic noise on the development using the principles set out in "Calculation of Road Traffic Noise" (DoE/Welsh Office, HMSO, 1988) shall be submitted to and approved in writing by the planning authority. The survey shall identify the Noise Exposure Category specified in Planning Advice Note PAN 56 Planning and Noise within which the development will fall. Where mitigation measures are required to achieve internal noise levels, with windows closed, of 45 dB(A) daytime and 35 dB(A) night time when measured as LAeqT, these shall be specified in the survey report. The approved mitigation measures shall be completed before any of the dwellings are occupied.

Reason To protect residents in the development from road traffic noise.

20. Before any work on the site is begun, details of refuse and recycling storage areas and bins shall be submitted to and approved in writing by the planning authority. These facilities shall be completed before the development/the relevant part of the development is occupied.

Reason To ensure the proper disposal of waste and to safeguard the environment of the development.

21. Prior to the commencement of development, details of any intended architectural lighting scheme, developed in accordance with the requirements of Glasgow City Development Plan 2017, SG1 - The Placemaking Principle (Section 6. Public Realm), shall be submitted for the written approval of the planning authority. Thereafter, the lighting shall be installed in accordance with the approved scheme before the premises are occupied, or as otherwise agreed with the planning authority.

Reason In order that the works do not detract from the appearance of the building.

22. The lighting design shall comply with the Scottish Executive Guidance Note 'Controlling Light Pollution and Reducing Lighting Energy Consumption', March 2007, or any update containing equivalent guidance.

Reason In the interests of limiting the effects of light pollution on the environment and the users of surrounding developments, and of energy efficiency.

23. The architectural lighting scheme shall not be switched on outside the following hours:-
Monday to Thursday - 1600 or sunset*, whichever is the later, to 0100
Friday to Sunday - 1600 or sunset*, whichever is the later, to 0300
*Sunset as computed for Glasgow on the website of HM Nautical Almanac Office.

Reason In the interests of energy efficiency and limiting light pollution.

24. Prior to the commencement of construction works on site, a method statement/site management plan, to include:
- (a) measures for the control of noise, dust and vibration;
 - (b) areas for the delivery and storage of equipment and materials;
 - (c) management of site traffic;
 - (d) method statement and programme for construction works, and;
 - (e) proposals for contractors storage, in a manner that minimises disruption to the local community and associated road network and maintains the safe movement of pedestrians and traffic, shall be submitted to and approved in writing by the planning authority.

Reason In the interest of traffic safety and to safeguard the amenity of the surrounding area.

REASON(S) FOR GRANTING THIS APPLICATION

01. 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 that development hereby approved relates to development within the red line as shown on drawing number 'NG-PPA-0-DR-A-0001 Existing Site Layout Plan'
02. The applicant is advised that all on street loading and/or waiting shall comply with existing and/or any future changes to Traffic Regulation Orders.
03. Prior to implementation of this permission, the applicant should contact Development and Regeneration Services at an early stage in respect of legislation administered by that Service which is likely to have implications for this development.
04. The developer and each prospective resident should be made aware, by means of an advisory note on the decision letter / tenancy agreement, that any potential future residents without an allocated parking space will not be eligible to purchase residents' on-road parking permits.
05. The applicant is advised that it is not permissible to allow water to drain from a private area onto the public road and to do so is an offence under Section 99 (1) of the Roads (Scotland) Act 1984.
06. The applicant is advised that tenancy agreements should make clear to each resident and their successors that any parking allocation in relation to this building is managed by New Gorbals Housing Association.

for Executive Director of Development and Regeneration Services

DC/ SML/
17/03/2020

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