



Planning Applications Committee

Report by

Executive Director of Neighbourhoods, Regeneration and Sustainability

Contact: Harry Wilson Phone: harry.wilson@glasgow.gov.uk

Application Type Full Planning Permission

Recommendation **Grant, Subject to Conditions**

Application	25/01380/FUL	Date Valid	16.07.2025
Site Address	Storey Ground 3 Park Gardens Glasgow G3 7YE		
Proposal	Use of vacant office (Class 4) as religious meditation centre (Class 10).		
Applicant	KMC Glasgow Ms Jenny Cunningham Argyle Works 389 Argyle Street Glasgow G2 8LR	Agent	
Ward No(s)	11, Hillhead	Community Council	02_030, Woodlands & Park
Conservation Area	Park	Listed	A
Advert Type	Bad Neighbour Development Affecting a Conservation Area/Listed Building	Published	15 August 2025
City Plan	City Development Plan		

Representations/Consultations

A total of 15 public comments were received in relation to this application. Of this total 5 were either duplicates or additional comments made by individuals resulting in a total of 10 separate representations all of which were objecting to the proposal. All comments were received before the deadline for public comments and all have formed a material consideration in the determination of this application. The key points raised by the representations can be summarised below:

- Late receipt of letters
- Request extension of time for comments
- Contrary to NPF4 Policy 23
- Increased Traffic Causing Difficulty parking

- Unacceptable noise generated by the proposed use
- Impact on the fabric of the Listed Building
- Use of residential Waste uplift
- Failure to preserve or enhance the character of the Conservation Area
- Inappropriate Use for the area
- Alternative provision elsewhere in the city
- Off Street Cycle Parking
- Contrary to CDP1 & SG1 of the City Development Plan

Consultations

- NRS Transport Planning were consulted and did not have any objections, and suggested cycle storage provision conditions be applied to any consent.

Site and Description

The application site is a vacant office occupying the ground floor of a townhouse at 3 Park Gardens, a Category 'A' Listed terrace facing onto Kelvingrove Park within Park Conservation Area. There is currently no active commercial use within the proposed floor of the building and no residential uses within the building. The surrounding context is residential. The current existing lawful use of the premises is as a class 4 (office) with unlimited hours of operation and little restriction on the nature of the business that can occupy the space. The property is currently not fully occupied notwithstanding the vacant ground floor, as the second floor is available for let at the time of writing this report.

Site History

Various Planning and Listed Building Consents have been sought regarding the building, a full description can be found in the below table:

App Ref	Proposal	Decision
16/01612/DC	Use of first, second and third floor offices as two residential flats and associated external works.	Grant, Subject to Conditions
16/01613/DC	Internal and external alterations	Grant, Subject to Conditions
18/02873/FUL	External alterations to rear elevation.	Grant, Subject to Conditions
18/02876/LBA	Internal and external alterations	Grant, Subject to Conditions

16/01613/DC was never implemented and the permission has now lapsed. The existing lawful use of the building is still therefore as a class 4 (office).

Pre application advice was sought prior to the submission of the application and was advised that the following information would be required:

- A clear description of the proposed use and an operational statement covering the points below.
- Details of the day-to-day activities, including the schedule and frequency of meetings and classes.
- The hours and days of operation. For example, will the premises operate for 7-days a week or less? Will the opening times be beyond 8am to 8pm?
- What is the maximum number of staff that will be working at any one time?
- How many visitors are expected each session/day?
- Details of any safe, secure and sheltered cycle parking for staff and visitors.
- Details of any off-street car-parking for staff and visitors.
- Details of recycling/waste storage and recycling.
- Details of the types of use within the other floors of the property. For example, are all the other occupiers Class 4 offices, is there any residential dwellings within 3 Park Gardens, etc.?

Proposal

The proposal is for the change of use of the ground floor office space from class 4 (office) to Class 10 (non-residential institution). In this case the proposed use is as a religious meditation centre which offers a range of meditation and prayer classes throughout the week with the earliest class being 10am on a Saturday and the latest class finishing at 9pm on a Monday. The use is not regularly proposed to extend past 9pm.

The approximate numbers estimate that no more than 20 worshippers and 3 volunteers will be present at any one time. Further information has been submitted regarding the nature of the classes and the level of noise produced by the use.

The proposed development will not include any provision for off-street parking, and as present does not include any provision for off-street cycle storage. The proposed refuse strategy was initially to use the council waste uplift, however; through conversation with the case officer this has changed to a commercial waste management company, details of which are to be submitted through condition.

Specified Matters

Planning legislation now 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 this 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

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

Not applicable

iii. a design statement or a design and access statement

Not applicable

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

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

Not applicable

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

ii.

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

Not applicable

2. restricting the grant of planning permission

Not applicable

iii.

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

Not applicable

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

Policies

NPF 4 Policies

The relevant NPF 4 policies covered in the assessment below are as follows:

Policy 1 Tackling the Climate and Nature Crises

Policy 2 Climate Mitigation and Adaptation

Policy 7 Historic Assets and Places

Policy 9 Brownfield, Vacant and Derelict Land and Empty Buildings

Policy 14 Design, Quality and Place

Policy 23 Health and Safety

City Development Plan Policies

The Glasgow City Development Plan (CDP) was adopted on 29 March 2017 of which the following policies and supporting guidance are relevant:

CDP 1 The Placemaking Principle

SG 1 (Part 2) The Placemaking Principle

CDP 2 Sustainable Spatial Strategy

CDP 9 Historic Environment

SG 9 Historic Environment

CPD11 Sustainable Transport

Assessment and Conclusions

Sections 25 and 37 of the Town and Country Planning (Scotland) Acts require that when an application is made, it shall be determined in accordance with the Development Plan unless material considerations dictate otherwise.

In addition, under the terms of Section 59 of the Planning (Listed Building and Conservation Areas) (Scotland) Act 1997, the Council is required to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess. Section 64 of the same Act requires the Council to pay special regard to any buildings or other land in a Conservation Area, including the desirability of preserving or enhancing the character or appearance of that area.

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

- a) Whether the proposal accords with the statutory Development Plan;
- b) Whether any other material considerations (including objections) have been satisfactorily addressed.

In order to assess a) the proposal must be considered against the Development Plan comprising of NPF4 adopted 13 February 2023 and the Glasgow City Development Plan adopted 29 March 2017.

National Planning Framework 4

NPF4 Policy 1 'Tackling the Climate and Nature Crises' and **NPF4 Policy 2** 'Climate Mitigation and Adaptation' are overarching policies which should be considered for all proposals, regardless of scale, giving weight to the climate and nature crises, and climate mitigation and adaptation.

Case Officer Comment: The proposal is small in scale and is not judged to be in conflict with aims and intent of either policy

NPF4 Policy 7 'Historic Environment' seeks to protect and enhance historic environment assets and places, and to enable positive change as a catalyst for the regeneration of places.

Case Officer Comment: The proposal is not judged to negatively impact the character of the Conservation Area nor impact on the Listed Building. The change of use will not result in any changes to the fabric of the building and the proposed use is not determined to cause any damage to the Listed Building through excessive noise, vibration or footfall. The Listed Building will continue to be in use ensuring it's continued maintenance and preservation of the heritage asset.

NPF4 Policy 9 'Brownfield, Vacant and Derelict Land and Empty Buildings' seeks to encourage, promote and facilitate the reuse of brownfield, vacant and derelict land and empty buildings, and to help reduce the need for greenfield development.

Case Officer Comment: The proposal is judged to be in accordance with the above policy. The proposal is seeking to reuse an existing historic building which is currently vacant, and is suitable for the proposed use.

NPF4 Policy 14 'Design Quality and Place' seeks to encourage, promote and facilitate well designed development that makes successful places by taking a design-led approach and applying the Place Principle.

Case Officer Comment: The proposal is judged to accord with the aims of the above policy. The proposal is not judged to be poorly designed, nor detrimental to the amenity of the surrounding area. The level of noise produced by the proposed development is not judged to detrimentally affect the amenity of neighbouring residents.

NPF4 Policy 23 'Health and Safety' seeks to protect people and places from environmental harm, mitigate risks arising from safety hazards and encourage, promote and facilitate development that improves health and wellbeing.

Case Officer Comment: The proposal is not judged to reach the threshold for raising unacceptable levels of noise owing to the nature of the use proposed. A condition will be applied limiting the noise produced by the development to acceptable levels in line with the policies of the authority. A Noise Impact Assessment is not judged as necessary in this instance given the proposed use and the location within a building that has no residential properties contained within.

Glasgow City Development Plan, Adopted 2017

Policies **CDP 1 (The Placemaking Principle)** and **CDP 2 (Sustainable Spatial Strategy)** are overarching policies which, together with their associated Supplementary Guidance, must be considered for all development proposals to help achieve the key aims of the City Development Plan. The associated **Supplementary Guidance SG1 (Part 2)** contains specific guidance related to this application:

Non Residential Development Affecting Residential Areas

2.66 The Plan does not identify land use zones to direct particular types of development. Instead, Policy CDP1 Placemaking encourages development to be informed by a place based approach, which means new development should be responsive to its context and seek to build upon the benefits of proximity. It is critical that new development is compatible with existing and future uses, see also SG1 - Placemaking, Part 1 - Site and Area Analysis.

2.67 This guidance aims to ensure that any non-residential development in proximity to residential development does not harm residential amenity or erode the character of residential neighbourhoods, see also SG1, Part 2, Detailed Guidance - Section 4 (Amenity).

2.68 Residential areas are supported by a range of uses that help to reinforce the community by creating focal points as well as reducing the need to travel. Generally the following uses are deemed to be compatible and complementary to residential areas and will be encouraged:

- a) schools;*
- b) local shops;*
- c) community facilities;*
- d) public buildings;*
- e) small businesses (particularly Class 2);*
- f) health facilities; and*
- g) social and recreational facilities.*

2.69 All proposals for non-residential uses will be considered against the following criteria:

- a) *Outwith the Network of Centres and Economic Development Areas identified in the Plan (see Policy CDP3 - Economic Development and Policy CDP4 - Network of Centres), permission will not normally be granted for uses that would generate unacceptable levels of disturbance, traffic, noise, vibration, and emissions (particularly outside normal working hours) or which propose the storage of quantities of hazardous substances in close proximity to housing; and*
- b) *Uses which prove acceptable to the Council will require to provide adequate screening for any outside storage of materials and introduce traffic mitigation measures, where appropriate, in order to preserve the amenity of the surrounding residential area*

Case Officer Comment: The proposed use falls into the broadly described categories above as an acceptable use within a residential area. The proposed use is not judged to generate unacceptable levels of disturbance, traffic, noise, vibration, and emissions. The operational statement submitted with the application states that a sound system will be used to play a short prayer at the beginning of each meeting, this is not intended to be a loud intrusive noise such as would be found in a music venue. The primary purpose of the sound to be played is to help relax worshippers prior to meditation. While the use is outside normal working hours, this is considered acceptable given the nature of the use, as a religious institution fundamentally operates while most people aren't at work. The amenity of surrounding residents will be protected by the limits imposed on operational hours by the conditions. The output of the sound system will also be controlled through condition. This represents an improvement on the current situation in which the hours of operation are unlimited, as per the existing lawful use. The proposal is not judged to erode the character of the existing residential neighbourhood, as the use is changing from non-residential to non-residential. The proposed use will share one party wall with a residential property at 2 Park Gardens but there are no other residential uses within the building and the residents at 4 park gardens is separated from the development by the hallway of the building.

Policy CDP 9: Historic Environment and its associated **Supplementary Guidance (SG9)** aims to ensure the appropriate protection, enhancement and management of Glasgow's heritage assets by providing clear guidance to applicants. The Council will assess the impact of proposed developments and support high quality design that respects and complements the character and appearance of the historic environment and the special architectural interest of its conservation areas. The Council is unlikely to support development that would have a negative impact on the historic environment.

Case Officer Comment: The proposed development will ensure the continued use of a Listed Building without requiring any physical alterations. The proposal will not have a negative impact on the fabric of the existing Listed Building and will ensure it's continued use and maintenance. The change of use will not negatively impact the character of the Conservation Area and is a suitable use situated within a historically residential area

Policy CPD11 and **SG11** seek to ensure development supports sustainable transport and active travel. This policy provides the following guidance in relation to this proposal:

Cycle Parking

4.3 The Council shall require the provision of cycle parking in new development and redevelopment proposals in line with the minimum cycle parking standards specified in Tables 2.1 – 2.6.

Places of Worship 1 space per 10 worshippers

Vehicle Parking

6.1 To encourage the use of non-car transport modes, this SG sets out maximum car parking standards for certain types of development, including retailing, leisure and commercial uses. These restraint based maximum parking standards are related to public transport accessibility (see Section 2 of this SG). These standards are consistent with the approach set out in Scottish Planning Policy (SPP), in setting more restrictive standards than the national standards where public transport is particularly good. The standards include provision for the parking, and charging, of electric vehicles (Section 7), also to ensure consistency with SPP. Final parking levels should be determined through a placemaking approach to the design of the development, taking cognisance of the Transport Assessment process, where appropriate. Final parking levels should not exceed the maximum standards, but should be below them wherever possible. The provision of permanent off-street public car parking in the City Centre is also considered in this SG, providing further detail on the policy position set out in policy CDP 11: Sustainable Transport (Section 8).

Places of Worship 1 space per 10 worshippers (Maximum)

Case Officer Comment:

While not proposed in the original design the provision of off street cycle parking will be controlled through condition, requiring that this is in place prior to the commencement of the use. The proposal is not judged to generate enough traffic to require a transport assessment. Comments from NRS Transport Planning support that the development will not have a significant impact on traffic or parking in the area

and will be controlled through the existing Controlled Parking Zone. The site is within an area defined by SG11 as Base in terms of public transport accessibility. This means it is considered to benefit from acceptable access to public transport options. The proposed development does not include any dedicated off-street car parking which is well within the maximum Vehicle parking Standards as laid out in SG11 (Sustainable Transport) of 2 spaces. The lack of dedicated parking and the location within a Controlled Parking Zone should encourage staff and visitors to access the site via nearby sustainable transport options and reduce dependency on the use of private cars. It is also worth noting that this centre would be one of a number within the wider Glasgow area indicating that it is intended to serve a local demand and be unlikely to encourage longer distance trips which may be more car reliant. Based on this the proposals are considered to comply with CDP11 subject to the provision of appropriate cycle parking as required by the proposed condition.

With regard to b) other material considerations, a total of 15 public comments were received in relation to this application. Of this total 5 were either duplicates or additional comments made by individuals resulting in a total of 10 unique representations all of which were objecting to the proposal. All comments were received before the deadline for public comments and all have formed a material consideration in the determination of this application. The key points raised by the objections have been summarised and responded to below:

- Late receipt of letters

Officer Response: All comments were received prior to the closing date for comments to be accepted. It is not considered that this delay has impeded the public's ability to submit representations to this application.

- Request extension of time for comments

Officer Response: All comments were received prior to the closing date for comments to be accepted, therefore no extension of the public comment period is required. GCC already provides 28 days for comments which is 7 more than the statutory requirement of 21 days.

- Contrary to NPF4 Policy 23

Officer Response: The proposal has been demonstrated through the course of this report to comply with the aforementioned policy as the proposal is not likely to raise unacceptable levels of noise. This will further be controlled by condition meaning that any breach of the noise condition will be a breach of consent and may be subject to enforcement action.

- Increased Traffic causing difficulty parking

Officer Response: The proposal is not judged to have a significant impact on traffic within the area. The area is already subject to a Controlled Parking Zone, and therefore the proposed use is not judged to have an impact on residents parking.

- Unacceptable noise generated by the proposed use

Officer Response: The proposal is not judged to have a significant impact on the noise levels within surrounding residential properties. There are no residential properties within the building containing the proposed use. The nature of the use as described by the applicant is not consistent with a development that will emit unacceptable levels of noise. Conditions limiting hours of operation and allowed noise levels will further ensure that there is no detrimental impact on surrounding residents.

- Impact on the fabric of the Listed Building

Officer Response: The proposed use will not result in damage to the Listed Building. The use is not considered to be of greater intensity than the existing lawful use of the property. The proposed use will ensure that the building is occupied helping maintenance and upkeep of the building to continue.

- Use of residential Waste uplift

Officer Response: The proposed use of the residential waste uplift is not judged to be acceptable and following discussion with the applicant they have agreed to engage a commercial waste management company as a solution. A condition requiring exact details of the arrangement prior to operation will be applied to control this further.

- Failure to preserve or enhance the character of the Conservation Area

Officer Response: the proposal is regarded as neutral to the character of the Conservation Area. The proposal is for the change of use of a non-domestic property to another non-domestic use with no external alterations proposed. The proposal is therefore judged to have no impact on the character of the Conservation Area.

- Inappropriate use for the area

Officer Response: As noted earlier in this report the use has been identified as being an acceptable small scale non-residential use within a predominantly residential area.

- Alternative provision elsewhere in the city

Officer Response: This is not a material planning consideration

- Off Street Cycle Parking

Officer Response: The provision of off-street cycle parking in line with SG11 requirements will be controlled through condition, as specified in comments by NRS Transport Planning. This will be required by condition to be installed prior to the operation of the proposed use.

- Contrary to CDP1 & SG1 of the City Development Plan

Officer Response: The proposal has been demonstrated through the course of this report to comply with the aforementioned policy. As the proposal will not generate unacceptable levels of noise or traffic and is identified as a suitable use for the area.

No external consultations were undertaken. NRS Transport Planning were consulted and had no objections.

Taking the above into account, it is not considered that the above material considerations, are sufficient to outweigh the proposals accordance with the development plan

Conclusion

In conclusion the existing lawful use of the property is as a class 4 (Office), there is currently no restriction on occupation or hours of operation of any user of the property. The proposal is for a change of use from Class 4 to Class 10 (Non-residential institution) in this case a Buddhist meditation centre. The other floors of the building are all in commercial use with one currently vacant. All other buildings on the street contain residential uses.

The proposed use of the property has been identified as being in accordance with the development plan and is an appropriate use for situation within a predominantly residential neighbourhood. It has been judged that the proposed use will not have a significant impact on traffic in the area, as confirmed by NRS Transport Planning and will not generate unacceptable levels of noise. The restricted hours of operation represent an improvement on the current situation and are not judged to create any antisocial issues regarding noise. The proposal is located within a Controlled Parking Zone, which will limit the impact of any minor increase in traffic from worshippers. A condition stipulating the provision of off-street cycle parking will be applied. Further conditions will limit the hours of operation and acceptable levels of noise generated from the proposed use, as well as confirming final details of the proposed waste management solution.

10 unique letters of objection were received and the concerns have been addressed directly. The main themes of objection were surrounding noise and traffic, which have been addressed through this report. The material considerations are therefore not considered to outweigh the proposals accordance with the development plan.

On the basis of the foregoing it is recommended that the application be granted subject to conditions.

Conditions and Reasons

01. Provision shall be made in the design of the development for the parking of cycles. This provision shall be in accordance with the requirements of City Development Plan, Supplementary Guidance 11: Sustainable Transport, Section 4 Cycle Parking: locations; minimum levels; safe, sheltered and secure; and in 'Sheffield' type racks. based on this guidance, a minimum of 2 cycle parking spaces shall be provided. This should be completed prior to the commencement of the use of the property and the written approval of the planning authority obtained.

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

02. Acoustic/amplified music or prayer from the premises 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.

03. The use of the premises shall be restricted to the following days and hours of operation: Monday - Friday (09:30-21:30), Saturday & Sunday (09:30-18:00)

Reason: To protect local residents from exposure to noise and disturbance at unsocial hours.

04. 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.

05. The premises shall only be used as a religious meditation facility as described in the supporting statement and for no other purpose (including any purpose in Class 10) of the Schedule to the Town and Country Planning (Use Classes) (Scotland) Order 1997, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification.

Reason: 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

for Executive Director of Neighbourhoods, Regeneration and Sustainability

DC/HWI/16/10/2025

BACKGROUND PAPERS

PLEASE NOTE THE FOLLOWING:

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