



Item 6

29th October 2024

Planning Services 231 George Street GLASGOW G1 1RX Tel: 0141 287 8555 Email: [onlineplanning@glasgow.gov.uk](mailto:onlineplanning@glasgow.gov.uk)

Applications cannot be validated until all the necessary documentation has been submitted and the required fee has been paid.

Thank you for completing this application form:

ONLINE REFERENCE 100646176-003

The online reference is the unique reference for your online form only. The Planning Authority will allocate an Application Number when your form is validated. Please quote this reference if you need to contact the planning Authority about this application.

## Applicant or Agent Details

Are you an applicant or an agent? \* (An agent is an architect, consultant or someone else acting on behalf of the applicant in connection with this application)

☐ Applicant ☒ Agent

## Agent Details

Please enter Agent details

Company/Organisation:	Donald Bentley Architect		
Ref. Number:		You must enter a Building Name or Number, or both: *	
First Name: *	Donald	Building Name:	Taynish
Last Name: *	Bentley	Building Number:	4
Telephone Number: *	07710 762784	Address 1 (Street): *	Barmill Road
Extension Number:		Address 2:	
Mobile Number:		Town/City: *	Beith
Fax Number:		Country: *	North Ayrshire
		Postcode: *	KA15 1EU
Email Address: *	donald@studiobarc.org		

Is the applicant an individual or an organisation/corporate entity? \*

☒ Individual ☐ Organisation/Corporate entity

## Applicant Details

Please enter Applicant details

Title:	<input type="text" value="Mr"/>	You must enter a Building Name or Number, or both: *
Other Title:	<input type="text"/>	Building Name: <input type="text"/>
First Name: *	<input type="text" value="Barry"/>	Building Number: <input type="text" value="7a"/>
Last Name: *	<input type="text" value="Dempster"/>	Address 1 (Street): * <input type="text" value="Whittinghame Drive"/>
Company/Organisation	<input type="text"/>	Address 2: <input type="text"/>
Telephone Number: *	<input type="text"/>	Town/City: * <input type="text" value="Glasgow"/>
Extension Number:	<input type="text"/>	Country: * <input type="text" value="Scotland"/>
Mobile Number:	<input type="text"/>	Postcode: * <input type="text" value="G12 0XS"/>
Fax Number:	<input type="text"/>	
Email Address: *	<input type="text" value="donald@studiobar.org"/>	

## Site Address Details

Planning Authority:	<input type="text" value="Glasgow City Council"/>
Full postal address of the site (including postcode where available):	
Address 1:	<input type="text" value="FLAT 14"/>
Address 2:	<input type="text" value="20 ELLIOT STREET"/>
Address 3:	<input type="text"/>
Address 4:	<input type="text"/>
Address 5:	<input type="text"/>
Town/City/Settlement:	<input type="text" value="GLASGOW"/>
Post Code:	<input type="text" value="G3 8EB"/>

Please identify/describe the location of the site or sites

Northing	<input type="text" value="665623"/>	Easting	<input type="text" value="257483"/>
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## Description of Proposal

Please provide a description of your proposal to which your review relates. The description should be the same as given in the application form, or as amended with the agreement of the planning authority: \*  
(Max 500 characters)

Use of flatted dwelling (Sui Generis) as short term let (Sui Generis) (retrospective)

## Type of Application

What type of application did you submit to the planning authority? \*

- ☒ Application for planning permission (including householder application but excluding application to work minerals).
- ☐ Application for planning permission in principle.
- ☐ Further application.
- ☐ Application for approval of matters specified in conditions.

What does your review relate to? \*

- ☒ Refusal Notice.
- ☐ Grant of permission with Conditions imposed.
- ☐ No decision reached within the prescribed period (two months after validation date or any agreed extension) – deemed refusal.

## Statement of reasons for seeking review

You must state in full, why you are seeking a review of the planning authority's decision (or failure to make a decision). Your statement must set out all matters you consider require to be taken into account in determining your review. If necessary this can be provided as a separate document in the 'Supporting Documents' section: \* (Max 500 characters)

Note: you are unlikely to have a further opportunity to add to your statement of appeal at a later date, so it is essential that you produce all of the information you want the decision-maker to take into account.

You should not however raise any new matter which was not before the planning authority at the time it decided your application (or at the time expiry of the period of determination), unless you can demonstrate that the new matter could not have been raised before that time or that it not being raised before that time is a consequence of exceptional circumstances.

Please refer to separate document as submitted.

Have you raised any matters which were not before the appointed officer at the time the Determination on your application was made? \*

☐ Yes ☒ No

If yes, you should explain in the box below, why you are raising the new matter, why it was not raised with the appointed officer before your application was determined and why you consider it should be considered in your review: \* (Max 500 characters)

Please provide a list of all supporting documents, materials and evidence which you wish to submit with your notice of review and intend to rely on in support of your review. You can attach these documents electronically later in the process: \* (Max 500 characters)

Statement in Support of Notice of Review as related to Planning Application 23/02417/FUL before Glasgow City Council dated June 2024 Location Plan L(00)01 Floor Plan (F14)20-G3 8EB-01

## Application Details

Please provide the application reference no. given to you by your planning authority for your previous application.

23/02417/FUL

What date was the application submitted to the planning authority? \*

28/09/2023

What date was the decision issued by the planning authority? \*

19/03/2024

## Review Procedure

The Local Review Body will decide on the procedure to be used to determine your review and may at any time during the review process require that further information or representations be made to enable them to determine the review. Further information may be required by one or a combination of procedures, such as: written submissions; the holding of one or more hearing sessions and/or inspecting the land which is the subject of the review case.

Can this review continue to a conclusion, in your opinion, based on a review of the relevant information provided by yourself and other parties only, without any further procedures? For example, written submission, hearing session, site inspection. \*

☒ Yes ☐ No

In the event that the Local Review Body appointed to consider your application decides to inspect the site, in your opinion:

Can the site be clearly seen from a road or public land? \*

☒ Yes ☐ No

Is it possible for the site to be accessed safely and without barriers to entry? \*

☐ Yes ☒ No

## Checklist – Application for Notice of Review

Please complete the following checklist to make sure you have provided all the necessary information in support of your appeal. Failure to submit all this information may result in your appeal being deemed invalid.

Have you provided the name and address of the applicant? \*

☒ Yes ☐ No

Have you provided the date and reference number of the application which is the subject of this review? \*

☒ Yes ☐ No

If you are the agent, acting on behalf of the applicant, have you provided details of your name and address and indicated whether any notice or correspondence required in connection with the review should be sent to you or the applicant? \*

☒ Yes ☐ No ☐ N/A

Have you provided a statement setting out your reasons for requiring a review and by what procedure (or combination of procedures) you wish the review to be conducted? \*

☒ Yes ☐ No

Note: You must state, in full, why you are seeking a review on your application. Your statement must set out all matters you consider require to be taken into account in determining your review. You may not have a further opportunity to add to your statement of review at a later date. It is therefore essential that you submit with your notice of review, all necessary information and evidence that you rely on and wish the Local Review Body to consider as part of your review.

Please attach a copy of all documents, material and evidence which you intend to rely on (e.g. plans and Drawings) which are now the subject of this review \*

☒ Yes ☐ No

Note: Where the review relates to a further application e.g. renewal of planning permission or modification, variation or removal of a planning condition or where it relates to an application for approval of matters specified in conditions, it is advisable to provide the application reference number, approved plans and decision notice (if any) from the earlier consent.

## **Declare – Notice of Review**

I/We the applicant/agent certify that this is an application for review on the grounds stated.

Declaration Name: Mr Donald Bentley

Declaration Date: 17/06/2024

# Statement in Support of Notice of Review

AS RELATED TO PLANNING APPLICATION 23/02417/FUL BEFORE  
GLASGOW CITY COUNCIL / JUNE 2024

DONALD BENTLEY ARCHITECT

## Statement in Support of Notice of Review June 2024

Planning Application: 23/02417/FUL: Flat 14, 20 Elliot Street, Glasgow

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Address: Flat 14 at 20 Elliot Street, Glasgow G3 8EB  
Description: Use of flatted dwelling (Sui Generis) as short term let (Sui Generis) (retrospective)  
Appellant: Mr Barry Dempster  
Agent: Studiobar Ltd t/a Donald Bentley Architect

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### Contents:

- 1 Executive Summary
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#### 1. Executive Summary

- 1.1. This statement has been prepared in support of a Notice of Review on respect of local planning application (23/02417/FUL) submitted to Glasgow City Council and refused (19 March 2024) for proposed change of use (retrospective) of a residential flatted dwelling as a short term let (sui generis).
- 1.2. The property is managed as a short-term let for the self-catering tourism market. The property has been operating for many years without complaint any neighbour or from the booking agency. Visitor reviews reflect the high quality of accommodation being offered and the high standard of customer care and communication. These are a selection of guest reviews:

20 Elliot Street

*"Awesome"*

*"Everything was perfect, the place was beautiful, loved every minute of the stay"*

*"Property was clean and excellently equipped. A lovely apartment to stay in."*

*"10 Exceptional"*

*"Great apartment, very clean and modern. Fully serviced with everything you need if you want to self-cater"*



*37 Elliot Street looking south from Holdsworth Street towards Skypark (Google Streetview)*



*20 Elliot Street looking south from St Vincent Street towards Skypark (Google Streetview)*

- 1.3. There were six letters of representation to the application received: one objection, and five letters of support. A summary of the points raised in the letter of objection are:

- *Short-stay residents are causing significant disruption to residents through issues of noise and people coming and going through the night.*
- *There are safety concerns with strangers in the complex, and who disregard the allocated parking spaces, and external doors often being left open.*

It is noted that no complaint has ever been passed to the property managers or the booking agency and there is no record of a complaint being made to Glasgow City Council Environmental Health. In this respect the letter of objection cannot be substantiated.

A summary of the points raised in the letters of support are:



- *I have never been inconvenienced by the use of short-term holiday accommodation.*
- *This business provides employment for companies servicing the apartment.*
- *The flat is a useful resource for visitors to the city and help the local economy.*

1.4. The proposal property at 20 Elliot Street is a three/four storey purpose-built block of residential flats with an element of undercroft parking. Elliot Street is within the Finnieston area of Ward 10 – the area was historically used for manufacturing, warehousing and distribution. The largest buildings on Elliot Street today are commercial and include:

- Skypark Business Centre
- Elliot Street Mews business centre

1.5. Further planning permissions for commercial development have been granted in the immediate area:

- 21/03743/PPP for Erection of mixed-use development to include shops (Class 1), Financial, Professional & Other Services (Class 2), Food and Drink (Class 3), Business (Class 4), Hotels (Class 7), residential development (houses/flats/build to rent/serviced apartments) (Class 9 and Sui Generis), Assembly & Leisure (Class 11) and associated landscaping works and ancillary development.

1.6. The officer's reasons for refusal have been carefully considered and evidence is presented here to demonstrate the case for upholding the appeal:

#### Nuisance

- There is no recorded history of complaints of nuisance at the property either from neighbours or from the appellant's letting agencies.

#### Economic Contribution

- Glasgow has a policy of growing the tourism economy. Analysis of published reports demonstrates that short-term lettings are an important contributor to the Glasgow tourism economy bringing circa £72.9 million annually to the Glasgow economy
- STLs are recognised as offering a high quality of accommodation to self-catering visitors that is not available from conventional hotel accommodation
- An individual STL property achieving a similar booking rate to the Appellant property would contribute circa £65,000 to £80,000 to the Glasgow tourism economy and net circa £600 in levies and licence charges in addition to business rates.
- The 'ban' on STLs in flats has the potential to reduce their current economic contribution by 90% and displace visitor spend to areas outwith the city or alternative destinations.

Housing Need

- The Glasgow Local Housing Strategy makes no connection between the provision of STL accommodation and Glasgow's housing emergency.
- STLs make up a tiny proportion of Glasgow's housing stock and a 'ban' on STLs within flats will not fix Glasgow's housing emergency

Detrimental Impact on a Residential Neighbourhood

- The officer admits that a site visit was not considered necessary and there is no recorded evidence of the property having a detrimental impact on the area
- Elliot Street is not a typical residential area – it is a commercial area that happens to have some residential accommodation within it
- The vibrancy of the area is largely generated from events activities at The Hydro and SEC, from employment at Skypark and the night-time economy at Argyle Street

Sustainable Travel

- There is adequate space for cycle storage within the flat
- The flat is very well located for active travel and public transport (all within 10 minutes walk)

Waste Management

- Waste can be collected between visitor stays by the host management/cleaners and taken to a commercial collection point
- There is no need to use the residential collection service

- 1.7. This statement demonstrates that there is not sufficient justification to uphold the case officer's decision to refuse planning permission and that the decision has been taken without visiting the property or immediate area based on a blanket 'ban' on short-term letting accommodation within flats in Glasgow instead of each application being appraised on its own merits. The Appellant therefore requests that the Local Review Panel overturns the officer's decision, upholds the appeal and grants planning permission.

2. **Application Timeline**

Submitted:	28th September 2023
Validated:	24th January 2024
Last Date for Comments:	23rd February 2024
Decision Issued:	19th March 2024
Deadline for Notice of Review:	19th June 2024

**3. Officer's Reasons for Refusal**

**3.1. Reasons stated for refusal.**

The Decision Notice dated 19th March 2024 identifies seven reasons for refusal of the application. For the convenience of the Panel these are quoted verbatim below:

**3.2. Reason 01**

The proposal is contrary to NPF4 Policies 23: Health and Safety and 30: Tourism and CDP1 and SG1: The Placemaking Principle of the Glasgow City Development Plan insofar as the change of use from a residential flat to the transitory nature of short-term letting accommodation is likely to raise unacceptable noise issues, which would be detrimental to existing neighbours within the flatted block, thereby creating an adverse impact on residential amenity.

**3.3. Reason 02**

The proposal is contrary to NPF4 Policy 30: Tourism in so far as the applicant has not demonstrated that the loss of mainstream residential accommodation has been outweighed by economic benefit.

**3.4. Reason 03**

The proposal is contrary to CDP10 and SG10: Meeting Housing Needs of the Glasgow City Development Plan insofar as the proposal would result in a change of use from a residential flat to short-term letting accommodation within an existing block of residential flats, resulting in a mix of mainstream residential flats and short-term guests within a single building sharing a means of access. As such, the access would be compromised by users and maintenance personnel visiting the short-term let flat to the detriment of the enjoyment of the use of the access by mainstream residents.

**3.5. Reason 04**

The proposal is contrary to CDP1 and SG1: The Placemaking Principle and CDP10 and SG10: Meeting Housing Needs of the Glasgow City Development Plan in so far as the transitory nature of the short-term letting accommodation would intensify the use of the property to the detriment of the residential character and amenity of neighbouring residents.

**3.6. Reason 05**

The proposal is contrary to CDP1 and SG1: The Placemaking Principle of the Glasgow City Development Plan insofar as the proposal relies on the use of residential waste uplift for commercial waste.

3.7. Reason 06

The proposal is contrary to CDP2: Sustainable Spatial Strategy of the Glasgow City Development Plan in so far as the transitory nature of the short-term letting accommodation does not contribute to the vibrancy of the residential neighbourhood and the transitory nature of the proposal would adversely impact the residential character and amenity of the area.

3.8. Reason 07

The proposal is contrary to NPF4 Policy 13: Sustainable transport; and CDP11 and SG11 Sustainable Transport of the Glasgow City Development Plan insofar as the proposal does not include any provision for cycle parking.

4. **Basis for Review and Justification for Appeal to be Upheld**

4.1. The reasons for refusal can be summarised in broad policy themes:

- A. Intensification of Use and Nuisance
- B. Economic Benefit of Tourism Accommodation versus Meeting Housing Need
- C. Adverse impact on a residential area
- D. Lack of facilities for waste uplift and cycle parking (sustainable transport)

The Appellant notes the reasons given for refusal, asserts that the reasons are the 'standard' refusal for any application for a STL within Glasgow that is not either a main door flat or a bespoke STL building. In this case the reasons for refusal are misplaced as there are unique circumstances that justify approval in this case. The Appellant therefore respectfully requests that the refusal is overturned based on the following justification.

**A: Intensification of Use**

4.2. **Noise, Nuisance and Detriment** (Reasons 01 and 03)

NPF4 Policy 23 Health and Safety

NPF4 Policy 30 Tourism

CDP1 and supplementary guidance SG1: The Placemaking Principle

- The application is for a change of use from residential flat to use as a short-term let (STL). The application was lodged because of the requirements of the licensing process now instituted for STLs within Scotland that requires a licensee to demonstrate that appropriate planning consent or a certificate of lawfulness is extant for the property.
- The property has in fact been in use as a STL for many years and during that there is no record of any complaint to the City Environmental Health service on the basis of nuisance or noise.
- The applicant maintains careful management of the property and any lettings to prevent noise and nuisance.
- The booking system includes a method of reviewing guests by hosts that effectively screens out unsuitable and badly behaved guests

It is therefore asserted that Reasons 01 and 03 are not reasonable nor sufficient justification for refusal of the application and should now be disregarded.

**B: Economic Benefit of Tourism Accommodation v Meeting Housing Need (Reason 02)**

*"In 2021, Glasgow topped the esteemed Condé Nast Traveller's list of the best UK cities to visit and subsequently, the popular destination attracted 2.65 million visitors in 2022 who spent £953 million at local attractions. Glasgow has been described as a gateway to Scotland's outdoors being a short distance from castles, lochs, beaches and hills when using public transport."*

(Source: The Scottish Beacon)

**4.3. NPF4 Policy 30: Tourism**

Policy 30 states that:

- a) Development proposals for new or extended tourist facilities or accommodation, including caravan and camping sites, in locations identified in the LDP, will be supported.*
- b) Proposals for tourism related development will take into account:*
  - i. The contribution made to the local economy;*
  - ii. Compatibility with the surrounding area in terms of the nature and scale of the activity and impacts of increased visitors;*
  - iii. Impacts on communities, for example by hindering the provision of homes and services for local people;*
  - iv. Opportunities for sustainable travel and appropriate management of parking and traffic generation and scope for sustaining public transport services particularly in rural areas;*
  - v. Accessibility for disabled people;*
  - vi. Measures taken to minimise carbon emissions;*
  - vii. Opportunities to provide access to the natural environment.*
- c) Development proposals that involve the change of use of a tourism-related facility will only be supported where it is demonstrated that the existing use is no longer viable and that there is no requirement for alternative tourism-related facilities in the area.*
- d) Proposals for huts will be supported where the nature and scale of the development is compatible with the surrounding area and the proposal complies with relevant good practice guidance.*
- e) Development proposals for the reuse of existing buildings for short term holiday letting will not be supported where the proposal will result in:*
  - i. An unacceptable impact on local amenity or the character of a neighbourhood or area; or*

*ii. The loss of residential accommodation where such loss is not outweighed by demonstrable local economic benefits.*

The planning officer refers to NPF4 Policy 30 in asserting that the proposal is contrary to policy and as such refusal of the application is justified. The Appellant asserts that the officer has failed to examine the circumstances of this property and to consider the application on its own merits and has instead taken a decision based upon a blanket policy that is opposed to STL within the city.

The relevant parts of NPF4 Policy 30 are clauses b, e(i) and e(ii). It should be noted that Policy 30(b) does not require all of its provisions to be met for permission to be granted

#### 4.4. **ASSC Report: Far More than Just Houses**

Published in June 2018, the Association of Scotland's Self-Caterers report "Far More Than Just Houses: The Benefits of the Short-Term Rental Sector to Scotland" by Frontline concludes that:

- *"STR is a major component of Scotland's growing tourism offering, making a substantial contribution to the tourist economy. Any regulations pursued by the Scottish Government should be arrived at through negotiation and dialogue with platforms and traditional operators, learning from best practice elsewhere in Europe*
- *STR cannot be blamed for exacerbating the housing crisis as other longstanding issues are of far greater significance (i.e. the number of empty properties in Scotland, or the failure of governments to build sufficient levels of affordable housing)*
- *Traditional STR operators do not have an incentive to avoid tax and all survey respondents confirmed paying some form of tax. Airbnb data suggests a similar lack of incentive for hosts who have average earnings below the tax thresholds*
- *The STR sector is not a driver of anti-social behaviour in Scotland as the number of recorded complaints are negligible in comparison to the number of self-catering units/properties let*
- *The STR Sector has seen a similar level of growth in other European cities and many countries are embracing STR, implementing systems and legislation to make it simpler for their citizens to operate in this sector"*

The ASSC report further evidences the economic impact of short-term lets on the Scottish economy (2016/17 data):

*"the impact of STR on the Scottish economy can be summarised as follows:*

- *16,692 properties*
- *3.4m visitor nights*
- *£723.3m of visitor spend of which 43% (£312.8m) is in accommodation*
- *15,271 FTE jobs*
- *£293.1m of GVA*

*Over and above the accommodation, visitors staying in STR also spend money on:*

- *travel: £118.5m to and from property and £45.1m during stay*
- *food and drink: £66.3m in bars, cafes, restaurants; £63.1m in*
- *supermarkets; £27.5m in local shops*
- *other shopping: £48.0m*
- *visitor attractions: £24.8m*
- *outdoor recreation: £17.1m*

In respect of Air BnB bookings alone, the ASSC 2018 report identified that:

*"In 2016, host and guest activity on Airbnb generated £499m for the Scottish economy. The average annual typical earning of a host was £3,600, with the total income earned being £68m. Additionally, there were one million inbound guests between March 2016 and March 2017, and Edinburgh in particular saw 411,000 inbound guests in the same period. According to a report on the CE, the rise of this in the accommodation sector is partly fuelled by visitors wanting to 'live like a local'. The impact of STR on the Scottish economy, particularly in helping meet tourism targets, will increase substantially over the next 5 to 10 years."*

#### 4.5. **Scottish Government STL Consultation (Annex) 2018**

The consultation report prior to Scotland introducing regulation to the STL holiday market identified that Glasgow in 2017/18 experienced the following STL activity:

- 160,000 guest arrivals
- 2700 active listings
- 66 night average booking per listing
- £12.7m total host earnings across the city
- £57.9m total economic activity (£72.9m at 2024 values)

This equates to an average of £21,444 or £325 per night stay in economic activity per listed property.

#### 4.6. **Scottish Government STL Impact Report (2019)**

The application flat at Elliot Street sits within the Anderston/City/Yorkhill ward that includes the central business district and the Scottish Exhibition Campus (SEC).

The Scottish Government Report "Research into the impact of short-term lets on communities across Scotland" (October 2019) identified that within the Ward 10 there were 486 individual properties marketed as short-term lets with an additional 141 private rooms within existing dwellings let:

- *A population of 32,633, 19,401 dwellings and 627 Airbnbs*
- *A lower penetration rate of Airbnbs to dwellings of 3.2% compared to other case study areas (Scotland 1.2%)*
- *A high proportion of entire dwelling Airbnbs at 78% (Scotland 69%) and lower*
- *proportion of home sharing of private rooms (23%, Scotland 30%).*



The report also identified that:

- *The attraction of STLs was seen as convenient, cheaper whole flat accommodation especially for groups, families and friends attending music and other events. The visitors using STLs tended to be Scottish and UK event tourists for one or two nights, or business visitors for longer periods.*

The report identified the positive impacts of STLs within the Finnieston area as being:

- *increased trade for the hospitality sector from event tourists and STLs supply chain.*
- *Income for professional hosts, and benefits for individual household income for the minority of STLs that home share in this area*

The findings of these two reports from 2018 and 2019 confirm that the short-term let market makes a significant contribution to Scotland's tourism economy, that STL's service demand from tourist visitors for a type of accommodation not met by conventional hotel accommodation and, that within the immediate neighbourhood of Finnieston STL visitors make a significant contribution to the local hospitality market.

Applications for STL in Glasgow are a direct consequence of the Scottish STL Licensing System that requires licensees to evidence that planning consent or a certificate of lawfulness are in place for a STL property. This requirement has led to a sharp rise in the number of applications submitted to Glasgow planners.

As Glasgow pursues a blanket policy of refusing applications for STL accommodation the impact of this policy is to reduce the availability of tourism accommodation to families and groups of friends, and business visitors wishing to visit Glasgow and to attend events and conferences at the SEC.

#### 4.7. **Biggar Economics - May 2022**

Prior to the Licensing system coming into effect, Air BnB commissioned a report by Biggar Economics entitled "Scottish Local Authorities Economic Analysis" (May 2022) that modelled the potential impact of the STL licensing system across Scotland. The report concluded that:

- *The licensing system is likely to result in changes to hosts decisions to remain on the platform, demand for Airbnb accommodation and guest spending*
- *Three scenarios have been estimated which give a range of likely impacts on the Scottish economy:*
  - *-10% Nights & -3% Guest Spend: would reduce Airbnb's impact by £32 million GVA and 1,740 jobs*
  - *-25% Nights & -4% Guest Spend: would reduce Airbnb's impact by £71 million GVA and 3,830 jobs*
  - *-50% Nights & -5% Guest Spend: would reduce Airbnb's impact by £133 million GVA and 7,190 jobs*
- *Which scenario will depend on the cost - and also critically the process - of the licenses and how they affect guest and host decisions*
- *These scenarios do not account for the potential impact of Control Area legislation and the likely reduction in the supply of short-term lets it could create in areas where it is applied*



In Glasgow alone, the Biggar Economics report predicts that job losses as a consequence of the Licensing System could be between 80 and 330 with the local economic impact (GVA) being between -£1.5m and -£6.1m per annum. The planning application system has a direct consequence upon the ability of license applicants to obtain a license.

4.8. **Air BnB: Six Months On – April 2024**

Recent analysis shared by Air BnB “Six Months On: An update on the impact of Scotland’s short-term let rules” (26 April 2024) appears to confirm the Biggar Economics predictions and observes a detrimental impact of the STL licensing policy upon the Scottish tourism sector and the lack of consequential beneficial impact upon long-term let housing availability:

- *ONS data reveals long-term rental prices in Scotland have reached the highest level in nearly a decade*
- *Hotel prices in Scotland have surged, especially in Edinburgh where rates have soared by 9% in 2024 compared to 2023*
- *Meanwhile, cities in the north of England have experienced a rise in searches on Airbnb, suggesting they are becoming attractive alternatives for travellers seeking unique experiences*

Tourists are choosing alternative destinations and hotel prices have soared due to reduced competition from STLs. Meanwhile, there has not been any beneficial reduction in long-term rental costs because of STL landlords choosing to revert to a long-term rental option.

4.9. **Glasgow 2030 Tourism Strategy**

Glasgow Life has authored a strategy for tourism looking forward to 2030. This identifies five strategic priorities for growing Glasgow tourism economy by 10% over 2022 baseline. This looks to achieve growth in visitor spend from £1.58bn /year in 2022 to £1.74bn/year and overnight visits growing to 2.91 million and the average visitor stay increasing from 3.1 nights to 3.4 nights.

A key component in this strategy is to grow the quality and range of tourism accommodation. The current planning policy of banning short-term lettings in flats would appear to contradict this strategy.

**4.10. The Impact of Glasgow's Planning Policy**

A Freedom of Information request was submitted in April 2024 on behalf of the Appellant to Glasgow City Council that was answered in full 10<sup>th</sup> May 2024. The FOI requested data on the number of applications for approval of an STL either via a planning application or a certificate of lawfulness, the number of approvals and for this to be broken down by Council ward. The data provided is summarised below and included as an appendix to this paper.

Total number of applications (all Glasgow):

	2019	2020	2021	2022	2023	2024 (1/3 year)	Total
Planning applications	2	3	2	10	63	13	93
COL	1	No data	2	3	77	149	232
Total	3	3	4	13	140	162	325

Total number of approvals (all Glasgow):

	2019	2020	2021	2022	2023	2024 (1/3 year)	Total
Planning applications	-	1	2	1	13	6	23
COL	-	-	2	2	11	3	18
Total	No data	1	4	3	24	9	41
% of all applications		100%	100%	23%	17%	5.6%	12.6%

Total number of applications and approvals (Ward 10 Anderston/City):

	2019	2020	2021	2022	2023	2024 (1/3 year)	Total
Planning applications	0	0	1	1	19	2*	23
COL	-	-	1	-	19	55	75
Total	0	0	2	1	38	57	98
Approvals	No data	0	1	0	6	3	10
% of all applications	-	-	50%	0%	16%	5.3%	10%

The official data provided by the GCC Information and Data Protection Team reveals that

- since pre 2022 the number of applications for STLs was very low and that all applications were approved.
- the number of applications increased significantly in 2022 although numbers were still low – however the approval rate fell from 100% to 23% - less than 1 in 4.
- Applications increased tenfold in 2023 to 140 but approvals continued to fall to only 17% - approximately 1 in 6.
- In the first four months of 2024 a total of 162 applications have been submitted with approvals falling further to only 5.6%.

Within Ward 10 Anderston/City the STL application history follows a similar pattern.

The STL licensing system came into force in October 2022 with a backstop date of October 2023 for existing operators of STLs to apply for a license. The dramatic increase in applications in Glasgow is consistent with the licensing system dates. The very low approval rate calls into question whether officers are adopting a harsh application of a blanket policy against STL within the city rather than considering applications individually on their own merits.

The Scottish Government in 2019 reported that there were 486 self-contained STL properties within Ward 10. The FOI data identifies 98 applications for planning/COL approval – approximately 20%. Of these 98, only 10 have been approved. Extrapolating that approval rate across the whole of Ward 10 suggests that the number of self-contained short-term lets in Ward 10 could reduce from 486 to 48 – a reduction of 438 properties and a potential economic impact of -90%.

The worst case modelled in the 2022 Biggar Economics report suggested a negative impact on GVA of -50% equating to a loss of economic activity of -£6.1m in Glasgow. The current approvals rate across Glasgow suggests that the impact on Glasgow's economy could be significantly worse than the worst case forecast by Biggar Economics.

4.11. **The Economic Case at Elliot Street** NPF4 Policy 30 b(i)

It is difficult to precisely quantify the impact of an individual property on the local economy however, in so far as short-term holiday lets are an important and unique form of accommodation for tourists visiting Glasgow, the impact of STLs on the economy of Glasgow is relevant and significant. Any economy is built from the individual actions and contribution of a multitude of individual enterprises. From looking at the macro picture for Scotland and for Glasgow it is easier to understand the economic impact that any individual development could have.

Taking Scottish Government data for 2017 (see 4.6 above) and cross referencing this to the Appellant's booking data provided by Air BnB and adjusting for inflation, the economic contribution of the individual property can be estimated as follows:

UK inflation April 2017 to April 2024 (source Bank of England inflation calculator)  
29.1%

Average economic activity per listing:	£21,444 (2017) / £27,691.15 (2024)
Average economic activity per booked night:	£325 (2017) / £419.68 (2024)

Economic activity generated by STL at 20 Elliot Street  
Annual bookings (1 year up to June 2024)  $189 \times £419.68 = £79,319$  per year

The Visitor Levy (Scotland) Bill was passed by the Scottish Government on 28 May 2024. Glasgow City Council has approved a Transient Visitor Levy:

*"... the contribution of tourism to our local economy and notes that major city tourism destinations such as Vancouver, New York and Venice, as well as many other cities in the United States and Europe, place a small levy on visitors. Glasgow notes the potential of a relatively small levy of around £1-2 per night stayed to generate at least £2 – 4 million per annum and that this scale of levy is unlikely to discourage visitors or affect the hotel trade."  
(Baillie Dr Baker, Glasgow City Council).*

The levy generated from the STL at Elliot Street could therefore be as follows:

20 Elliot Street	$189 \times £2 = £378 + £231$ cost of licence	$= £609$ per annum
37 Elliot Street	$160 \times £2 = £320 + £231$ cost of licence	$= £551$ per annum

This is unlikely to deter guests, is not punitive upon the Appellant and can be contribute towards combatting homelessness in the City.

#### 4.12. Meeting Housing Need

The Appellant recognises the widely acknowledged need for affordable housing in the UK and how this is impacting Scotland and Glasgow. Glasgow City Council declared a 'Housing Emergency' in November 2023 and in May 2024 the Scottish Government declared a national housing emergency after figures revealed that 10,000 children across Scotland are living in temporary accommodation.

The affordability gap in housing is a very serious concern. A review of commentary and articles on the issue reveals that the housing crisis is a complex issue with multiple interlinked causes including:

- funding pressures in the social rented and shared ownership sector,
- the long-term effect of right-to-buy (now ceased in Scotland)
- low supply in suitable land for housing development,
- land banking by national private housebuilders,
- pressures from growing student numbers and housing land being allocated to highly profitable student housing,
- house price inflation outstripping household income rises over the long term
- mortgage interest rate rises
- soaring insurance costs
- unoccupied or under-occupied homes
- planning policy

However, in all the articles reviewed in preparation of this statement there was no reference to the housing crisis being caused by residential properties being used as short-term lets for the tourism sector.

Glasgow City Council 'Business and Industry Monitoring Statement 2022' identifies that within within Ward 10Anderston/City/Yorkhill the estimated housing stock (April 2018) is a total of 14,073 that breaks down as:

- owner occupied 4,469
- private rented 5,763
- GHA 979
- Other social rented 2,862

Of these 14,073 dwellings 398 were unoccupied.

#### 4.13. Glasgow's Draft Local Housing Strategy 2023 to 2028 (DLHS)

The City's draft housing strategy presents a detailed analysis of current housing supply in Glasgow, the challenges faced in meeting demand and proposals for increasing supply across the sector.

The Housing Needs and Demand Assessment (HNDA) identifies that Glasgow requires 28,959 additional homes over a 19 year period (2022 to 2040). Ambitious housing supply targets have been set for 2023-2028 of 6,500 market homes and 6,500 affordable homes.

Glasgow's DLHS sets out five Local Housing Strategy Priorities (LHS). The key themes of these are summarised below:

- LHS Priority 1 delivery of more homes
- LHS Priority 2 improving energy efficiency
- LHS Priority 3 improving the condition of existing homes
- LHS Priority 4 supporting independent living
- LHS Priority 5 improving housing options to reduce homelessness

Within LHS Priority 1 twelve key actions are identified to meet the City's ambitious housing supply target including re-purposing vacant commercial buildings in the city centre, unlocking vacant and derelict land (much of which is owned by the City), open market purchase for transfer to the RSL sector, strategic partnering with RSL's and, developing an affordable housing policy requiring a proportion of private sector development to include affordable housing.

Nowhere within this long and detailed document does Glasgow City Council identify that the use of existing residential property for short-term holiday lets either contributes to causing the housing emergency or that a ban on short-term lets would remedy or contribute to reducing the housing crisis.

In conclusion, from the evidence set out above it is clear that

- short-term letting accommodation makes a substantial and important economic contribution to the Scottish tourism economy
- Glasgow Life has set a target of increasing Glasgow's tourist economy by 10% by 2030 to £1.74bn
- The economic value generated by the STL at Elliot Street is between £65,000 and £80,000 per annum
- An additional £500-600 per annum per property can be contributed via a tourism levy and licencing charges
- within Glasgow a reduction of 50% in the number of STL's could cause a reduction in GVA of -£6.1 million per annum
- the ban on STL flats through refused planning and COL applications is approaching 90-95% refusal rate suggesting that the impact on Glasgow's tourism economy could actually exceed the worst-case scenario of the Biggar Economics report
- Glasgow's housing crisis is not caused by existing dwellings being changed to short-term holiday lets
- There is a significant number of vacant housing units within Ward 10 and opportunity for re-purposing vacant and derelict building and vacant and underused land to increase housing supply
- A ban on short-term lets in flats is not even considered as a solution or even a factor in increasing housing supply in Glasgow or in meeting future housing need

In reviewing this issue no documented independent evidence of a direct link between the short-term let tourism market and the long-term under-supply of housing has been found. Thus, it is not unreasonable to conclude that the economic benefit of the relatively small short-term market – less than 500 dwellings in Ward 10 - outweighs the immediate housing need within the city better that is met through the strategic actions as identified in the City's Draft Local Housing Strategy.

It is therefore asserted that Reason 02 is not reasonable nor sufficient justification for refusal of the application and should now be disregarded.

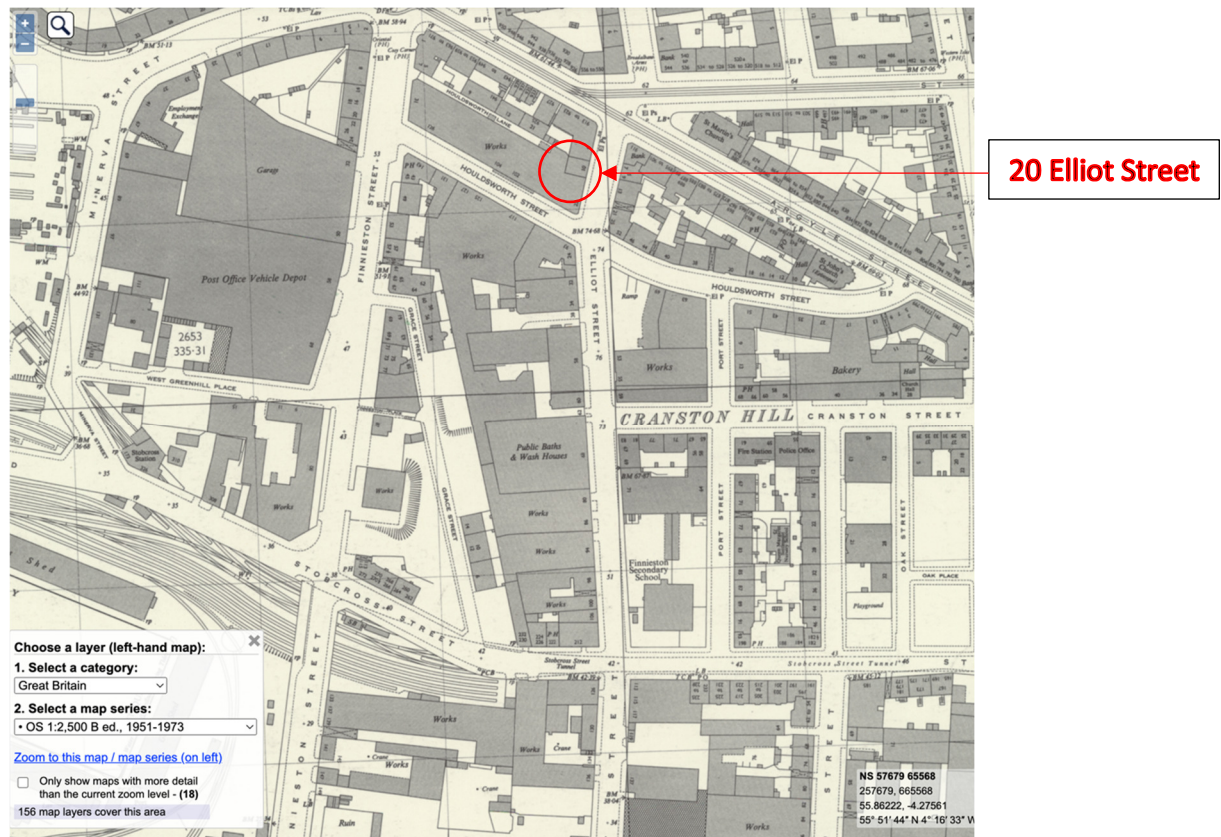


## C. Adverse impact on a residential area (Reasons 04 and 06)

### 4.14. Neighbourhood History and Character

Reason 04 for refusal argues that short-term letting accommodation would intensify the use of the property to the detriment of the residential character of the neighbourhood. Reason 06 argues that a short-term letting would not contribute to the vibrancy of the residential neighbourhood and adversely impact the residential character. It is noted that these 'reasons' are standardised clauses used in the majority of refusals of STL applications across the city and that the case officer did not consider that a site visit was required. Had the officer chosen to visit the immediate neighbourhood a different opinion may have been reached for Elliot Street is dominated by commercial buildings

Elliot Street is located within Ward 10 Anderston/City/Yorkhill in a neighbourhood formerly known as Cranston Hill but now regarded as Finnieston. Historic maps reveal the close historic links to Glasgow's docks at Anderston, Lancefield, Stobcross Quays and the Queens Dock. The Finnieston Ferry and Harbour Tunnel allowed workers to cross the Clyde to the General Terminus Quay and Prince's Dock south of the river. The land between Argyle Street and the Clyde was dominated by industrial works and warehousing.



Ordnance Survey 1951-1973

The Clydeside Expressway was opened in 1973 and effectively separated Cranston Hill from the riverside. Elliot Street was bifurcated by construction of the Expressway with no direct link north to south. In the late 1970's and early 1980's the docks were actively filled with rubble from demolition of Glasgow's stone tenements as part of the City's slum clearance programme and with some 250,000 cubic metres of rubble sourced from the demolition of St Enoch's station.

Skypark is located at the end of the northern section of Elliot Street and is a major commercial complex dominating the neighbourhood with over 500,000 sqft of office space, 8,500 sqft of retail space, 21,500 sqft of warehousing and ancillary space and nearly 700 parking spaces. It is a base for circa 4,000 employees. There are currently six Skypark buildings with a further three in the pipeline. Originally known as the Anderston Industrial Zone, Skypark was built in 1965-67 by Glasgow Corporation in an attempt to maintain the area's industrial employment for those residents that managed to remain in the area following the post Bruce Report slum clearance.



*Queens Dock and Princes Dock*

Further commercial buildings are located at Holdsworth Street, Port Street and planned at Cranston Street. Elliot Street is therefore predominantly a commercial area – this is not a traditional residential neighbourhood. Indeed, in many ways, the flats at Elliott Street lack the amenities that are demanded in the City Plan for new residential developments as there is little or no private or shared outdoor amenity space and the ground floor does not have an adequate active frontage or set-back from the back of pavement.



The character and vibrancy of the Finnieston area is significantly impacted by Skypark and by its proximity to the SEC. There has been a significant growth in the number of hotel rooms within the area with new hotels constructed for Radisson Red, Campanile, Courtyard and Moxy. The growth of Argyle Street as a night-time economy destination has grown significantly as a consequence of the opening of the Hydro concert venue.

It is therefore asserted that the presence of a short-term letting accommodation at Elliot Street is not inconsistent with the character of the immediate neighbourhood and that it does not have any detrimental impact upon the vibrancy and character of the area. On this basis Reasons 04 and 06 should be set aside as justification for refusal of the application.

**D. Lack of facilities for waste uplift and cycle parking (sustainable transport)**  
(Reasons 05 and 07)

**4.15. Waste Management**

CDP11 and SG11: Placemaking Principle

Reason 05 for refusal of the application asserts that residential waste collection is being used for the uplift of commercial waste. The Appellant asserts that this is both misleading and disingenuous.

Waste generated by the guests of short-term let accommodation is residential in its nature and of a generally lower volume than is normally generated by permanent residents. Tourists using self-catering accommodation will tend to shop locally or use hot food delivery services, not store large quantities of food and be more inclined to eat at local restaurants and cafes than cook 'at home'. Consequently, tourism guests will tend to generate a lower volume of waste over any given period of time.

Furthermore, as the property is professionally managed, waste can be collected at the end of each short stay tenancy by the cleaner or management staff for removal to a commercial collection point for collection/disposal by a commercial waste contractor.

It is therefore asserted that Reason 05 is not reasonable nor sufficient justification for refusal of the application and should now be disregarded.

**4.16. Sustainable Transport**

*Cycle Parking*

NPF4 Policy 13 sustainable transport

CDP11 and SG11 sustainable transport

NPF4 Policy 13 b(v) states that development proposals will be supported that *"supply safe, secure and convenient cycle parking to meet the needs of users that is more conveniently located than car parking"*.

SG11 Table 2.3 sets a minimum requirement for 'hotel, guest houses and bed & breakfast' of one cycle parking space per 10 bed spaces.

The officer has decided without visiting the property that there is not adequate provision for secure cycle parking. This is not accurate.

In new residential developments within Glasgow it is not uncommon to meet the requirement for cycle parking within the internal layout of individual flats. This solution is more often the preferred storage option of bicycle owners as bicycles become more expensive or may require recharging. Indeed, where separate cycle storage is provided, cyclists may prefer to store their cycle within the flat where it is perceived to be more secure.

In this application the actual function of the property will continue to be residential - as a dwelling for short term holiday let. The reclassification as commercial is merely a technicality for Council Tax purposes. In any case, should guests happen to arrive by bicycle - which is very unlikely - there is adequate space within the flat to meet the requirements of SG11 and store at least one bicycle thus meeting the minimum standard required.

More likely is that guests will travel to Glasgow by air, train or car and, should they wish to use a bicycle to tour the city, they will avail themselves of one of a public cycles that can be rented from one of the many cycle stands conveniently located close to the property.

The application property is ideally located for cycling and wheeling infrastructure and for access to sustainable transport to access the city's attractions. The Scottish Government report "Research into the impact of short-term lets on communities across Scotland" (October 2019) identified that many tourists using STL accommodation in the Finnieston area are attending events at the SEC - which is a short walk from Elliot Street (10 minutes by Google mapping) and within the distance considered under NPF4 to be a walkable neighbourhood.

#### *Cycle Routes*

NCR 75 is located less than 500m from the property at the north bank of the River Clyde. This connects to NCR7 and NCR705 within 1km of the property.

#### *Public Transport*

The property is located within an area of High Accessibility to public transport infrastructure.

#### *Rail*

Exhibition Centre (Finnieston) rail station is a 6 minute walk from the property with services connecting to Patrick Station (subway and bus interchange) and to Glasgow Central station for trains to England and the rest of Scotland.

#### *Bus*

Regular bus services east and west are available at Vincent Street less than 2 minute walk from the property, at Berkeley Street (6 minutes walk), at Sauchiehall Street (8 minutes walk), and at Lancefield Quay (10 minutes walk)

It is therefore asserted that Reason 07 is not reasonable nor sufficient justification for refusal of the application and should now be disregarded.

*End*