



Glasgow City Council

Planning Local Review Committee

**Report by Executive Director of Neighbourhoods,
Regeneration and Sustainability**

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Item 1

23rd September 2025

**25/00055/LOCAL – Flat 5 Simpson Heights 48 Drygate Glasgow G4 0XU
Use of flatted dwelling (Main door) (Sui Generis) as short term let (Sui
Generis).**

Purpose of Report:

To provide the Committee with a summary of the relevant considerations in the above review.

Recommendations:

That Committee consider the content of this report in coming to their decision.

Ward No(s): 22 (Dennistoun)

Citywide: n/a

Local member(s) advised: Yes ☐ No ☐ consulted: Yes ☐ No ☐

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1 LOCATION, DEVELOPMENT PLAN DESIGNATIONS AND PROPOSAL

Location

- 1.1 The application site is a ground-floor flatted dwelling within a multistorey tower block facing the west of John Knox Street in Townhead. The site is in ward 22 (Dennistoun). The site has a high public transport accessibility.
- 1.2 The flats will be accessed via a main door, accessible via a communal path. Access to the gardens, which are part owned with the other flats, are through doors adjacent to the flat entrance. No parking is provided within the curtilage of the property complex.

Proposal

- 1.3 It is proposed to use the existing 1-bedroom flatted dwelling as a short term let property. A maximum of 2 occupants would be using the property and access to a kitchen, living room and bathroom would be provided during their stay.
- 1.4 No physical alterations are proposed to the property.

2 DEVELOPMENT PLAN POLICIES

- 2.1 The relevant National Planning Framework 4 (NPF4) and City Development Plan (CDP) policies and Supplementary Guidance are:
 - **Policy 1:** Tackling the climate and nature crises
 - **Policy 2:** Climate mitigation and adaption
 - **Policy 23:** Health and Safety
 - **Policy 30:** Tourism
- 2.2 The relevant City Development Plan policies and Supplementary Guidance are:
 - **CDP 1 & SG 1:** The Placemaking Principle
 - **CDP 10 & SG 10:** Meeting Housing Needs

3 REASONS FOR REFUSAL / RELEVANT CONDITION(S)

3.1 The reasons for refusal are set out below:

01. The proposal was not considered to be in accordance with the Development Plan and there were no material considerations which outweighed the proposal's variance with the Development Plan.
02. The development proposal is contrary to NPF4 Policy 23: Health and Safety, Policy 30 - Tourism, Policy CDP1 and SG1 - Placemaking, and CDP10 and SG10 - Meeting Housing Needs of the Glasgow City Development Plan as specified below, and there is no overriding reason to depart therefrom.
03. The proposal is contrary to Policy 23: Health and Safety of National Planning Framework 4 in that, due to the transitory nature of the proposed development, the use of a residential flat as short-stay accommodation is likely to raise unacceptable noise issues, which would be detrimental to the existing neighbours within the flatted block, thereby creating an adverse impact on residential amenity.
04. The proposal is contrary to Policy 30: Tourism of National Planning Framework 4 in that the introduction of a short-term letting use at this property will result in the loss of residential accommodation, and the loss is not outweighed by demonstrable local economic benefits.
05. The proposal is contrary to Policy CDP1 and SG1 of the Glasgow City Development Plan in that the proposal would result in non-residents accessing shared residential access corridors and shared external space as the flat does not have direct access to the street.
06. The proposal is contrary to CDP10 and SG10 of the Glasgow City Development Plan in that the proposal would result in a change of use from a residential flat to short-stay accommodation within an existing block of residential flats, resulting in a mix of mainstream residential flats and short-stay accommodation within a single building. As such, the introduction of the proposed use would adversely affect the residential character of the flatted block to the detriment of the amenity of residents occupying mainstream residential flats.

4 APPEAL STATEMENT

4.1 A summary of the material points raised in the appeal statement is given below:

01. The property is a ground-floor, one bedroom flat with no neighbours below, its own direct main door access so guests do not use communal stairwells or lifts. Guests cannot use communal stairwells or lifts
02. Adjacent outdoor areas are open access, not private gardens.

03. It has a maximum capacity of only 2 guests and represents just one unit within a block of 90, meaning its effect on the overall housing stock is minimal.
04. The flat does not primarily target tourists, and is intended for students, researchers and visiting academics (NPF4 Policy 30 - Tourism). Both tourism and higher education are growth sectors according to SG3.
05. SG10 – Meeting Housing Need allows short-stay accommodation where there is direct access and low concentration.
06. The appellant encloses a management plan within the appeal statement setting out clear measures on guest conduct, cleaning, refuse disposal, parking restrictions, and 24/7 management contact. This demonstrates that the flat will be run to a high standard and with minimal impact on neighbouring residents in compliance with NPF4 Policy 23 (Health and Safety).
07. The management plan also prohibits the use of the residents' car park. The area is well served by public transportation.
08. Being within walking distance of the University of Strathclyde, there are clear demonstrable economic benefits for the city.

5 RELEVANT PLANNING HISTORY

- 5.1 There are no previous planning applications for the property.

6 REPRESENTATIONS AND CONSULTATIONS

- 6.1 There was one representation received to the application, objecting to the proposal. The following points were raised:
- The flatted dwelling would be an inappropriate holiday let as the built fabric allows noise to travel, parking is limited only to residents and residents could be pushed away from their spaces, and excessive wastage would be generated by the use and passed onto residents.
 - There was a failure to display a statutory notice detailing the short-term letting application.
- 6.2 There were no representations received to the review.

7 COMMITTEE CONSIDERATIONS

- 7.1 Committee should consider if the following are in accordance with NPF4, the relevant City Development Plan policies and Supplementary Guidance, and if there are material considerations which outweigh the Development Plan considerations.
- 7.2 The following are the relevant policy considerations:

7.3 Climate change and mitigation

National Planning Framework 4: NPF4 Policy 1 Tackling the climate and nature crises and Policy 2: Climate Mitigation and Adaptation states that “when considering all development proposals significant weight will be given to the global climate and nature crises” and that “development proposals to retrofit measures to existing developments that reduce emissions or support adaptation to climate change will be supported.”

NPF4 Policy 30: Tourism states that “Proposals for tourism related development will take into account: v. Opportunities for sustainable travel, vi. measures taken to minimise carbon emissions.

Committee should note that:

- The area has a high public transport accessibility.

Committee should consider whether:

- the proposal will have a positive effect on the climate crisis?
- the climate crisis and climate mitigation has been sufficiently considered in this proposal?

7.4 Housing need

NPF4 Policy 30: Tourism

- 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.

Committee should note that:

- While the appeal statement states that this application will not be primarily used for tourism purposes, there is no policy distinction between a short term let used for one group against another.
- The area is predominantly residential in character.

CDP 10 & SG 10: Meeting Housing Needs aims to ensure that the City’s growing and diverse population has access to a choice of housing of appropriate quality and affordability across all tenures. The Policy is supported by supplementary guidance, in this instance SG10 which states that proposals requiring planning permission for short-stay accommodation must be considered against key criteria for tourist accommodation in Section 4.

Key Criteria – Locational

4.5 The Council will generally support tourist accommodation:

- a) in locations with active travel routes and a frequent public transport service and with high accessibility;

- b) in locations with good access to shops and services, where these are not provided on site;
- c) that can demonstrate that it will not place additional pressure on local amenities and facilities;
- d) that can demonstrate there will be no adverse impact on the character and amenity of the area;
- e) that can demonstrate there will be no adverse impact on traffic congestion and parking; and
- f) that meets the relevant criteria in Section 4A or 4B, where appropriate.

Supporting Information

4.8 A Management Plan will be required to support proposals for tourist accommodation. It shall include the following information:

- a) Maintenance arrangements, including frequency of cleaning and laundry;
- b) Access arrangements for servicing and deliveries;
- c) Access arrangements for guests;
- d) Arrangements for storage and disposal of waste; and
- e) On-site management arrangements.

Key Criteria – Design and Amenity Space

4.6 Proposals for tourist accommodation will generally be supported where:

- a) it is of a size and scale in keeping with the surrounding environment;
- b) it does not introduce an incongruous or visibly intrusive addition to the surrounding area;
- c) it does not result in unacceptable intensification of activity, particularly in a predominantly residential building or area;
- d) a Management Plan for the development is provided, to the complete satisfaction of the Planning Authority (see Paragraph 4.8 below); and
- e) it meets the relevant criteria in Section 4A or 4B, where appropriate.

Section 4B Short-stay Accommodation

- 4.12 FLATS – Residential flats do not fall within Use Class 9 and are defined as Sui Generis (outwith a specific Use Class). This status reflects the fact that a flat within a block containing residential properties forms a different context given that it has shared circulation and amenity spaces, and horizontal as well as vertical separation. The use of a flat as short-stay accommodation, therefore, has the potential to result in conflict with mainstream residential flats in a block through regular influx of temporary residents as well as increased pressure on infrastructure and shared space. Evidence has shown that amenity issues can arise through the introduction of short-stay accommodation and illustrates the need to effectively control the activity taking place. On this basis, a flat being used as short-stay accommodation is considered differently to a house.
- 4.16 a) To protect residential amenity planning permission will not be granted for a change of use from a residential flat to a short-stay accommodation within existing blocks of residential flats, resulting in a mix of mainstream residential flats and short-stay accommodation within a single building sharing a means of access

Committee should note that:

- A management plan has been provided for as part of the appeal statement, but not in the original application.
- The site is in a high public transport accessibility area.
- No other property in the building is used for short-stay accommodation.
- The proposal would be within metres of the main foyer for the tower block and access to the flats can only be done by crossing the entrance to the foyer.

Committee should consider whether:

- the loss of a mainstream one bedroom dwelling be outweighed by the economic benefit to the city?
- If residential amenity could be affected negatively by this proposal?

7.5 Residential amenity, noise and parking

Residential amenity

SG1 - The Placemaking Principle (Part 2) - Commercial Uses in Residential Properties

There is a presumption against granting planning permission for commercial uses of dwelling houses, including flats. In residential areas scrutiny must be given to townscape, alterations to property, traffic, access and servicing, parking, noise or other environmental considerations could adversely affect local amenity or safety, see also SG1 - Placemaking, Part 1, Qualities of Place - Legibility and Safety. The test will be the preservation or enhancement of residential amenity and the environment.

Exceptions against this presumption may be considered where the:

- a) applicant can demonstrate, to the satisfaction of the Council, that the proposed use will provide a beneficial service to the community;
- b) quality of the residential character of the area and the amenity of neighbouring properties will not be prejudiced;
- c) property (where a flat) has a private direct access to the street; and
- d) use will not give rise to parking/servicing problems in the street/building.

SG1 (Part 2): Waste, Recycling and Collection

All new developments must include appropriate and well-designed provision for waste storage, recycling and collection which meets the City's wider placemaking objectives.

Committee should note that:

- The property does not have direct private access to the street, as demonstrated by the appellant's photos provided, visitors to the property would have to walk past the main entrance to get access to the flat.
- No waste management plan has been provided. Within the appeal statement, it is proposed that waste is deposited in a residential bin store, contrary to policy.

Committee should consider whether:

- A beneficial service to the community has been demonstrated?
- They are satisfied the proposal would not lead to a loss of amenity from residents' loss of waste capacity?
- the amenity of the neighbouring residents has been sufficiently considered in this proposal?

Noise

NPF4 Policy 23 – Health and Safety states that “development proposals that are likely to raise unacceptable noise issues will not be supported.”

Committee should note that:

- In research by Scottish Government: ‘short-term lets – impact on communities: research’ 2019, such flats were considered to lead to increased noise, litter, waste and loss of amenity.
- Mitigation measures are mentioned in a management plan accompanying the proposal such as display of host contact details and a strict code of conduct.
- An objection has been raised by a neighbour voicing concerns around noise.

Committee should consider whether:

- the noise impact of the proposal could cause disamenity to neighbours?

NPF4 Policy 13 and CDP11/SG11: Sustainable transport

These policies seek to ensure all development is designed and delivered to support and accommodate sustainable and active transport options. SG11 includes details of the standards expected.

Cycle Parking	Minimum standard is one space per unit unless a dedicate storage facility is available. Cycle parking must be safe, sheltered and secure.
Vehicle Parking	Minimum standard is one space per dwelling unit and 0.25 unallocated spaces per dwelling for visitors.

CDP 10 & SG 10: Meeting Housing Needs also requires an applicant “can demonstrate there will be no adverse impact on traffic congestion and parking”

Committee should note that:

- No cycle or vehicle parking provision is proposed. It is stated that guests are prohibited from using the car park in the management plan.
- Any associated cars would be subject to existing parking restrictions.

Committee should consider whether:

- The lack of cycle and car parking provision is acceptable in this case?
- The proposal could give rise to parking problems?

8 COMMITTEE DECISION

8.1 The options available to the Committee are:

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

8.2 *Section 43A(12)(a) of the Town and Country Planning (Scotland) Act 1997* requires that reasoning behind why the local review body has been decided be supplied in the decision notice. Should committee be minded to grant planning permission, material considerations that justify a departure from the plan would require to be identified.

Policy and Resource Implications

Resource Implications:

Financial: n/a

Legal: n/a

Personnel: n/a

Procurement: n/a

Council Strategic Plan: n/a

Equality and Socio-Economic Impacts:

Does the proposal support the Council's Equality Outcomes 2021-25? Please specify. n/a

What are the potential equality impacts as a result of this report? no significant impact

Please highlight if the policy/proposal will help address socio-economic disadvantage. n/a

Climate Impacts:

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

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

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

Privacy and Data Protection Impacts:

Are there any potential data protection impacts as a result of this report
N

If Yes, please confirm that a Data Protection Impact Assessment (DPIA) has been carried out

9 RECOMMENDATIONS

- 9.1 That Committee consider the content of this report in coming to their decision.