



Glasgow City Council

Planning Local Review Committee

Item 1

3rd February 2026

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

Contact: Sam Taylor Ext: 78654

**25/00080/LOCAL – 13 Royal Terrace Glasgow G3 7NY
Sub-division of flatted dwelling to form 2no flatted dwellings.**

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): 10 - Anderston/City/Yorkhill 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 three-storey tenement, which includes a basement flat. The site is in ward 10 (Anderston/City/Yorkhill).
- 1.2 The property is category B-listed and sits within the Park Conservation Area. The flat is in an area with 'base public transport accessibility.

Proposal

- 1.3 The proposal is for a subdivision of the flatted dwelling which occupies the ground floor into two flatted dwellings. The subdivision would turn the approximately 170 sqm flat previously occupying the ground floor as a two bedroom and two living room flat into:
 - 1 x one bedroom flat approximately 60 sqm in size. This includes a living room and kitchen area
 - 1 x one bedroom flat approximately 100 sqm in size. This includes a living room and kitchen area

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 crisis
 - **Policy 2** Climate mitigation and adaptation
 - **Policy 7** Historic assets and Places
- 2.2 The relevant City Development Plan policies and Supplementary Guidance are:
 - **SG1 & CDP1:** The Placemaking Principle
 - **CDP2:** Sustainable Spatial Strategy
 - **SG9 & CDP9:** Historic Environment

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. For the reasons listed below, the proposed development is contrary to Policy 7 Historic Assets and Places from the National Planning Framework 4, Policy CDP1 & SG1 Placemaking Principle Part 2, Policy CDP9 & SG9 Historic Environment from the Glasgow City Development Plan.
03. The absence of information/ details regarding the front to rear access, refuse/ recycling arrangements and access to the amenity space means that the impact of the proposed development on the residential amenity cannot be assessed which is contrary to Policy CDP1 and SG1 Placemaking Principle Part 2 of the Glasgow City Development Plan.
04. The development does not meet the criteria from SG1 Placemaking Principle Part 2, Paragraph 2.55 Part b) to justify the division of the flatted dwelling into two units. The development is not part of a comprehensive refurbishment of the building, no evidence of the property being marketed as a single self-contained flat without successful sale has been submitted and it has not been demonstrated that the repairs for the flat are so great to necessitate the intensification of the use.
05. The proposed subdivision of the flatted dwelling into two flatted units would disrupt the historic floor plan which would be detrimental to the character and special interest of the listed building and is contrary to Policy 7 Historic Assets and Places of NPF4 and Policy CDP9 and SG9 Historic Environment of the Glasgow City Development Plan.

4 APPEAL STATEMENT

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

01. The property has been subject to a number of applications over the years including subdivisions.
02. This reason for refusal is general and gives no specifics which could be addressed, indeed prior to the refusal there was no communication requesting any additional information to support the application. My client would have been happy to enter into dialogue with the planning department to address any issues which were of concern.

03. At no time during the course of consideration of these applications was there any request for information on refuse and recycling arrangements, nor the opportunity to discuss same with a planning officer. All of the aspects noted are no different to those for all the flats within this property and did not appear to have prevented approval of previous applications for the formation of residential flats within the property.
04. The historic nature of these properties is of very large apartments which are not in keeping with modern requirements and are to a great extent unsustainable.
05. The proposed works to this property are minor and do not impact significantly on the historic floor plan of the listed building nor are they necessarily to the permanent detriment of the property.
06. The proposed alterations are of a minor nature and do not significantly impact on the special architectural or historic interest of this building.
07. My client is a single parent who relies on his mother's assistance in caring for a young family.

5 RELEVANT PLANNING HISTORY

- 5.1 Relevant planning applications for the property are detailed below:

- 03/03195/DC | Internal and external alterations to listed building | Withdrawn
- 03/03196/DC | Sub-division of flat and office to form two self-contained flats | Withdrawn
- 07/00692/DC | Subdivision of ground floor and basement flat to form two flats | Grant subject to conditions
- 07/00729/DC | Internal and external alterations to listed building | Grant, subject to conditions
- 17/02189/DC | Erection of outbuilding, infill works to garden wall and associated tree works | Grant, subject to conditions
- 17/02190/DC | Erection of outbuilding and infill works to garden wall | Grant, subject to conditions
- 17/02191/DC | T430 and T431 and neighbouring tree NT1 - Encroachment of concrete foundation for new building - root loss calculated at >10% for each tree | Withdrawn

6 REPRESENTATIONS AND CONSULTATIONS

- 6.1 There were no representations received to the application, or 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.”

Committee should note that:

- In consideration of carbon emissions, the appeal statement writes that the development will be used to by the appellants mother, reducing transport emissions, however this is not a consideration in the planning process as this cannot be controlled within any permission..
- The embodied carbon costs of the construction process and removal of materials from the site should be considered in the decision process.

Committee should consider whether:

➤ They are satisfied this development could contribute positively to climate change objectives?

7.4 **Protection of Heritage Assets**

NPF4 Policy 7: Historic assets and places

Aim: to protect and enhance historic environment assets and places.

Development proposals in or affecting conservation areas will only be supported where the character and appearance of the conservation area and its setting is preserved or enhanced. Relevant considerations include the:

- i. architectural and historic character of the area;
- ii. existing density, built form and layout; and
- iii. context and siting, quality of design and suitable materials

NPF4 Policy 14 Design, Quality and Place

Policy 14 intends to encourage, promote and facilitate well designed development, underpinned by the six qualities of place. Two of the six qualities of place include:

Sustainable: Supporting the efficient use of resources that will allow people to live, play, work and stay in their area, ensuring climate resilience, and integrating nature positive, biodiversity solutions.

Adaptable: Supporting commitment to investing in the long-term value of buildings, streets and spaces by allowing for flexibility so that they can

be changed quickly to accommodate different uses as well as maintained over time.

CDP9/SG9: Historic Environment

SECTION B: ALTERATIONS TO THE INTERIORS OF LISTED BUILDINGS

it is essential that any proposed new interventions preserve and enhance the most significant interior spaces and detailing including principal apartments, main corridors, entrance areas and stairwells, and decorative plasterwork (cornicing, ceiling roses and any other features), marbled fireplaces, panelled doors (integral architraves and cornices), vestibule doors, timber and stone stairs, handrails, balusters, newel posts, stairwell and room skylights, lantern lights, room and window panelling, close tiles, mosaic floors, and stained or etched glass.

- a) original front and rear rooms, and other principal spaces, should be left intact or reinstated, if previously subdivided. There can be exceptions to this at basement and attic levels, or within original utilitarian spaces such as cupboards and service areas such as plant rooms, where there is little or no significant historical and architectural detailing. Exceptionally, subdivision of rear rooms may be permitted;
- b) sub-division of rear rooms may be acceptable providing the front and rear rooms were not designed as a suite. A new partition erected in a rear room should incorporate original detailing including skirtings, cornices and all other detailing to match that within the existing room. Subdivision of a principle rear room that greatly reduces its scale is unlikely to be acceptable;
- c) Development proposals for the reuse, alteration or extension of a listed building will only be supported where they will preserve its character, special architectural or historic interest and setting. Development proposals affecting the setting of a listed building should preserve its character, and its special architectural or historic interest.

2.116 Developers should discuss the proposal (including compliance with the Building Regulations in full) with the Council N.B. Proposals should also take into account the requirements of the area specific guidance set out within this document.

Park Conservation Area Appraisal

When built, the terraces within the eastern part of this area were used as residential townhouses. Subsequently this character changed and the area developed a mixture of uses including offices, institutional uses and hotels. Over the last decade there has been a move away from such uses in the area and a return to housing. While a few single original town houses remain in residential use, with some more recently converted back to single dwellings, the properties have become typified by subdivision into flatted property.

Park Conservation Area – Local Policies (within SG1 Part 2)

This former residential area was almost totally converted to office use by the end of the 20th century, with many of the former rear gardens converted to private car parks, open to the rear lanes. In the last 20 years however there has been a steady conversion of office premises back to residential use, with buildings subdivided into flats or used as individual homes. This outstanding Conservation Area contains the nationally significant Woodlands Hill Group of listed buildings and is laid out in terraces which are mainly A or B listed, often with interiors of exceptional quality.

The Council will expect proposals to make minimal disruption to the internal fabric with restoration of the interiors and retention/ reinstatement of original proportions, wherever possible. Applicants will also be required to address the improvement of the townscape of the rear lanes, with solid boundaries reinstated and limited parking in the rear garden areas.

The importance of the conservation aspects, and the physical limitations imposed by the quality of interiors, mitigates against intensive subdivisions of buildings within the Park Conservation Area and the Council will limit subdivision to the following number of flats:

- a maximum of 2 dwellings in a 4-storey terraced property; and
- a maximum of 3 dwellings in a 5 storey, or more, terraced property

Committee should note that:

- For the smaller flat, the original living room – defined as a ‘front principal room’ in policy, is proposed to be changed to accommodate a kitchen. This is contrary to policy, particularly given the level of architectural detailing that could be removed as part of the proposed plan.
- There are already 4 dwellings within the terraced property (including those at no. 12, which sit above the residence) and so a further subdivision would be contrary to local policy.
- No evidence has been submitted with this application regarding the preservation of existing plasterwork, panelled doors or other original features, contrary to policy.
- No evidence that the developer discussed the proposal with the council has been seen by the officer, contrary to policy.

Committee should consider whether:

- They are satisfied this departure from policy would not erode the character of the conservation area or the listed building?
- The highest standards of design and amenity are considered in this design?

7.5 Residential amenity: Subdivision of flats

SG 9 Historic Environment

2.114 All proposals to convert or subdivide property for residential use will have to meet the standards set out in SG 1 - The Placemaking Principle, Detailed Guidance on Development Affecting Residential Property

SG1 The Placemaking Principle - Subdivision of Flats

General Standards: All dwellings should have dual aspect, all habitable rooms should receive daylight and ventilation, access to upper floors should be provided internally and internal access from each dwelling to both the front and rear should be provided to enable occupants to reach refuse/ recycling facilities and communal space. Parking provision should accord with SG11 Sustainable Transport.

Single Floor Flats:

As well as permanently removing larger units from the housing stock, the sub-division of flats within tenements and terraces places increased pressure on parking and communal facilities, such as refuse disposal and private amenity space. This is to the detriment of the residential amenity of neighbours and the surrounding area.

Proposals for the sub-division of single floor flats will only be acceptable where applicants can demonstrate one or more of the following:

- i. The proposal forms part of a comprehensive refurbishment of the entire building or group of buildings.
- ii. The property has been actively marketed as a single self-contained flat, without successful sale (applicants will be expected to provide evidence that the flat has been marketed in the Glasgow Solicitors' Property Guide, or an estate agent's list, for at least 6 months, and to provide copies to the Council of any offers received in that period).
- iii. The repair/refurbishment costs for the flat are so great as to necessitate the intensification of residential use (applicants will be asked to submit details of the costs of refurbishment).

Committee should note that:

- No details regarding shared amenity areas and refuse and recycling arrangements were shared in the original application. Contrary to policy.
- The proposal is not a comprehensive refurbishment of the entire building and no evidence was provided in the application of the building being marketed unsuccessfully as a self-contained flat without sale was submitted, contrary to policy.

Committee should consider whether:

- They are satisfied that the subdivision is justified in absence of evidence submitted proving it is necessary for market reasons?
- They are satisfied that increasing the number of units in the tenement will not place additional pressure on communal facilities to the detriment of residential amenity?

7.6 Residential Amenity - Parking

SG1: Subdivision of Flats

Note: Residents of all new subdivisions or conversions within Controlled Parking Zones (see Map in policy SG11 - Sustainable Transport) will be excluded from obtaining Residents' Parking Permits.

SG11: Sustainable Transport

The basic minimum standard for parking provision is: 1 allocated (unallocated if on-street) space per dwelling unit for residents; Variation, above or below these basic standards shall be justified against the following:

- public transport accessibility so provision below the basic standard may be considered in areas of High Accessibility
- density and open space considerations (see SG 1 and SG6);
- placemaking, townscape and design requirements (see policy CDP 1: Placemaking and Design);
- house size and house form (i.e. flatted accommodation with the lowest requirement, through terraced and semi-detached, to detached with the highest requirement);
- car availability by household in the surrounding area;
- existing pressure on on-street parking in the surrounding area;
- practical considerations in relation to conversions, redevelopments and subdivisions (e.g. in respect of listed buildings and conservation areas see policy CDP 9: Historic Environment and SG on Historic Environment) and
- residential moorings will be assessed on their own merits, taking into account the general policy requirements for residential developments.

Parking provision shall be off-street unless on-street parking is considered integral to the design of the development or off-street parking is neither practical nor feasible (e.g. as may be the case with tenemental conversions/subdivisions). Future TROs could impact on the usability of on-street spaces, and this may be a consideration in determining the acceptability of on-street provision. Account should be taken of the Council's Design Guide for New Residential Areas.

An advisory note will be attached to all decision notices stating that residents will be ineligible for residents' parking permits for new developments constructed in CPZs.

Committee should note:

- No information about parking has been provided.
- An advisory note stating that no parking permits will be made available for the new flats can be added should Committee be minded to grant planning permission

Committee should consider whether:

- They are satisfied with the lack of parking provision in this case given the nature of the area?
- They are satisfied that increasing the number of flats in the tenement will not place additional pressure on on-street parking locally

8.1 The options available to the Committee are:

- Grant planning permission, with or without conditions;
- Refuse planning permission; or
- 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.

9 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

10 RECOMMENDATIONS

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