



Glasgow City Council

Planning Local Review Committee

Report by Executive Director of Neighbourhoods,
Regeneration and Sustainability

Contact: Sam Taylor Ext: 78654

Item 1

26th August 2025

**25/00042/LOCAL – Basement Flat 14 Parkgrove Terrace G3 7SD
Use of flatted dwelling (Sui Generis) as short-term let (Sui Generis)
(retrospective)**

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

Citywide: n/a

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

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1 LOCATION AND DEVELOPMENT PLAN DESIGNATIONS

- 1.1 The property is a basement floor flat within a traditional sandstone tenement building in Finnieston, adjacent to Kelvingrove Park. The site is in an area of base public transport accessibility and lies within the Park Conservation Area in Ward 10 (Anderston/City/Yorkhill).
- 1.2 The property is a main-door flat with its principal entrance on the front elevation and an additional entrance to the rear. The front garden, which contains the private entrance, is within the property's ownership.
- 1.3 The proposal is for the retrospective change of use of a flatted dwelling (Sui Generis) to a short-term let (Sui Generis). The accommodation would host a maximum of four occupants, with access to a kitchen, living room, and bathroom provided during their stay.
- 1.4 No external 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 23: Health and safety
 - Policy 30: Tourism
- 2.2 The relevant City Development Plan policies and Supplementary Guidance are:
 - CDP1/SG1: The Placemaking Principle
 - CDP10/SG10: Meeting housing needs
 - CDP11/SG11: Sustainable transport

3 REASONS FOR REFUSAL

- 3.1 The reasons for refusal are set out below:
 - 1) The proposal is contrary to Policy 30 of NPF4 and City Development Plan Policies CDP1 and SG1; CDP2; and CDP10 and SG10 for the specific reasons described below. There were no material considerations which outweighed the proposal's variance from the Development Plan.
 - 2) The proposal is not considered to be in accordance with the Development Plan as the transitory nature of the short-stay accommodation in combination with the direct overlooking of and proposed access to the shared areas including the close and back court would adversely affect the privacy and enjoyment of these semi-private space for permanent residents.

- 3) The proposal was not considered to be in accordance with the Development Plan as the transitory nature of the short-stay accommodation would intensify the use of the property to the detriment of the residential character and amenity of neighbouring properties and Park Conservation Area.

4 APPEAL STATEMENT

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

1. While the Decision Notice cites NPF4 Policy 30 and Local Development Plan policies CDP1/SG1, CDP2, and CDP10/SG10, the ROH references only SG10. No explanation is given for the other policies, and no evidence has been provided to justify the refusal.
2. Although the Decision Notice cites NPF4 Policy 30, the proposal is not at odds with it. Policy 30(b) lists advisory issues for tourism developments, including local economy, area compatibility, community impact, transport, accessibility, carbon reduction, and access to nature. The ROH does not address these, but it is useful to respond.
3. The proposed development contributes to the range of accommodation for residents, visitors, and students, supporting the local economy. It is well connected by public transport, opposite Kelvingrove Park, and energy-efficient, though without dedicated disabled access. Overall, it meets the advisory considerations of NPF4 Policy 30, contrary to it being cited as a reason for refusal.
4. Tenancies are typically 4–6 months, not truly short-term. The property has always been in residential use, and the backcourt has always been overlooked, so concerns about privacy and overlooking are unfounded. The basement flat does not have access to shared areas or the backcourt, so these concerns are without basis.
5. The claim that temporary guests would affect residents' privacy is unsubstantiated. Over fifteen years, there have been no complaints or incidents involving short-stay tenants, and no objections were received to the application.
6. The ROH cites SG10 guidance against short-stay lets, but this use has operated for years with no issues. It is residential, within the existing building, with no alterations or signage, and does not detract from the area's character or visual amenity.
7. This is a dense inner-city residential area beside major tourist attractions, including Kelvingrove Art Galleries and Park. There will be no outward sign

of the change of use, so claims it departs from residential character or harms the Conservation Area are unfounded. As no negative impact has been demonstrated, the criteria in SG10 are met and do not justify refusal.

5 RELEVANT PLANNING HISTORY

5.1 The previous planning application history for the property includes the following:

- 24/03052/FUL - Use of flatted dwelling (Sui Generis) as short-term let (Sui Generis) (retrospective). Refused.

6 REPRESENTATIONS AND CONSULTATIONS

6.1 There were no representations received in objection to the application.

7 COMMITTEE CONSIDERATIONS

7.1 The key issues for Committee to consider are:

7.2 Health and Safety

National Planning Framework 4: Policy 23 Health and safety: The intent of policy is 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.

Development proposals that are likely to raise unacceptable noise issues will not be supported. The agent of change principle applies to noise sensitive development. A Noise Impact Assessment may be required where the nature of the proposal or its location suggests that significant effects are likely.

Committee should note that:

- The Planning Support Statement sets out how the property will be managed.
- The property is equipped with integrated smoke detectors, carbon monoxide detectors, fire extinguishers, first aid kits.
- All windows are lockable, and both front and rear doors have compliant mortice locks. A night latch is also fitted to the rear emergency exit.

Committee should consider whether:

- the proposal will have a negative impact on residential amenity, particularly by creating unacceptable noise issues?

7.3 Potential Loss of Residential Accommodation

NPF4 Policy 30 Tourism: Intends to encourage, promote and facilitate sustainable tourism development which benefits local people, is consistent with our net zero and nature commitments, and inspires people to visit Scotland.

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.

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:

- The application property has operated as a short-term tenancy rental since August 2023.
- The planning statement notes that the normal length of tenancy would be between four and six months, and would be listed on two platforms – AirBNB and Vrbo.
- The submitted management plan outlines on-site check-in and check-out procedures, with keys exchanged either face-to-face or via a secure key safe in the front garden.
- The area is predominantly residential in character.
- There is no disabled access.

Committee should consider whether:

- the intended approach to advertising is consistent with the suggested tenancy length?
- the proposal will benefit local residents and the local economy?
- the loss of residential accommodation is outweighed by demonstrable local economic benefits. And if so, if this has been justified?

7.4 Placemaking

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

Residential amenity

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.

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.

Noise

Development proposals that are likely to raise unacceptable noise issues will not be supported.

Committee should note that:

- Non-resident guests visiting the building for a short period can overlook permanent residents using the back court.
- The operator lives in the neighbouring flat and can monitor noise levels. Noise monitors would be installed.
- The appellant notes that a waste sorting system with bins for various materials is provided inside and outside the property. Owners/managers transfer waste to the shared commercial bin at the rear. Bin usage and collection details are clearly displayed and shared at check-in.

Committee should consider whether:

- the amenity of the neighbouring residents has been sufficiently considered in this proposal?
- the measures for noise monitoring are realistic?
- the noise impact of the proposal could cause disamenity to neighbours?
- the waste storage, recycling and collection provision for a commercial use is appropriate?

7.5 Housing Need

CDP 10 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.

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.

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.

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 with the application, setting out the booking process, key management, waste management, maintenance and cleaning, and safety and security.
- The site is in an area of base transport accessibility near to Partick/Byres Road and Kelvinbridge town centres and Glasgow University.
- The proposal site is within a controlled parking area. Therefore, the development could have an adverse impact on parking.
- The area is predominantly residential.
- No other property on the site is a short-stay accommodation.
- No alterations are proposed to the property.

Committee should consider whether:

- The submitted management plan is appropriate?
- The loss of a mainstream dwelling is outweighed by the economic benefit to the city?
- Residential amenity could be affected negatively by this proposal?
- The site's proximity to nearby town centres is supportive of the proposed short-stay use?

7.6 Transport

CDP11 and SG11 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 dedicated storage facility is available. Cycle parking must be safe, sheltered and secure.

Vehicle Parking – Minimum standard is one space per dwelling unit. Variation above or below this may be justified by a number of factors.

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

Committee should note that:

- The application property does not have dedicated off-street cycle or car-parking. Surrounding streets have restricted parking zones.
- The site is in an area of base accessibility near to Partick/Byres Road and Kelvinbridge town centres and Glasgow University.

Committee should consider whether:

- the proposal could give rise to parking problems?

- the site's base accessibility to public transport supports its suitability for short-term let use?

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.

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- n/a

*economic
disadvantage.*

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.