Planning Applications Committee

Report by
Executive Director of Neighbourhoods, Regeneration and Sustainability

Item 1(a)

17th November 2026

Contact: Susannah Groves Phone: susannah,groves@glasgow.gov.uk

Application Type	Full Planning Permission
Recommendation	

Application	26/01030/FUL	**Date Valid**	13.05.2026
Site Address	46 Gray Street Glasgow G3 7SE		
Proposal	Formation of coffee shop (Class 1) ancillary to existing guest house and associated external alterations		
Applicant	Alamo Guest House 46 Gray Street Glasgow G3 7SE	**Agent**	Bennett Developments And Consulting Don Bennett 10 Park Court Glasgow G46 7PB
Ward No(s)	10, Anderston/City/Yorkhill	**Community Council**	02_021, Yorkhill & Kelvingrove
Conservation Area		**Listed**	B
Advert Type	Affecting a Conservation Area/Listed Building Bad Neighbour Development Affecting a Conservation Area/Listed Building	**Published**	31 July 2026
City Plan	Residential		

Representations/Consultations

Following the validation of the application in July 2026, the application was published in the local press and 73 neighbour notification letters issued. In total 8 public representations were received objecting to the proposal.

The grounds of objection are summarised as following: -

- Impact on listed building and architectural heritage
- Residential amenity
- Road and pedestrian safety
- Waste, litter and pest control
- Impact on character of the area
- Parking and access

- Need for the development/overprovision.

Site Description

The application site comprises a Category B listed former residential tenement which is currently utilised as a commercial guest house located at 46 Gray Street, forming part of the listed terrace at Nos. 34-56 (even) Bentinck Street and 46 Gray Street (LB32972) within the Park Conservation Area. The property occupies a prominent corner position opposite Kelvingrove Park within an established urban area characterised by Victorian sandstone tenements, townhouses, hotels, guest houses and residential properties. The building is of traditional sandstone construction dating from the late nineteenth century and makes a positive contribution to the architectural and historic character of both the listed building and the wider conservation area.

The application relates to an attached single-storey structure located at the north-west corner of the building. The structure is currently used as a garage and is accessed via a roller shutter door fronting Gray Street. It extends northwards along the eastern side of a narrow service lane which links Gray Street and Derby Street. Historic mapping indicates that the structure originated as a greenhouse, with physical evidence of this former use remaining visible in the form of blocked openings and scarring on the tenement gable. The structure has subsequently been altered and adapted to its current use as a garage.

The garage is constructed in sandstone with a shallow mono-pitched roof concealed behind a parapet and is materially and visually subordinate to the principal building. A pedestrian access door on the rear elevation provides access to a courtyard serving the guest house, which is enclosed by stone boundary walls and accessed from the adjoining service lane. Beyond the courtyard lies a larger communal rear court serving neighbouring properties on Bentinck Street

Background and Planning History

21/03150/LBA Internal alterations (Formation of door opening between existing bathroom and bedroom in order that it can operate as an en-suite. The existing access door from the hallway to the bathroom will remain in situ but be permanently locked) Grant

22/03183/ELU Use of Premises as guest house (Class 7) The use is Lawful (on the balance of probability it is considered that the submitted evidence supports the applicants claim that the property has been continuously occupied as a guest house for at least 10 years prior to the date of the application.)

23/03115/FUL Use of garage as additional accommodation to guesthouse with upper extension and associated external alterations – Application withdrawn.

24/00141/LBA Internal and external alterations (Use of garage as additional accommodation to guesthouse with upper extension and associated external alterations) Application withdrawn

26/01029/LBA Internal and external alterations to listed building. Pending consideration.

Proposal

Planning permission is sought for the change of use of the existing garage to a coffee shop. The proposal would involve the conversion of the front section of the existing garage into a customer serving area, with the rear section accommodating a staff area and ancillary storage space.

Externally, the proposal involves the removal of the existing roller shutter door on the Gray Street elevation and its replacement with timber trifold doors installed within the existing opening. The submitted drawings indicate that the doors would be painted black with white beading to reflect the detailing of the existing windows within the guest house. No extensions to the building are proposed and no alterations are proposed to the roof, footprint or overall scale of the structure.

The submitted information advises that the coffee shop would operate as an ancillary business associated with the existing guest house, serving hot and cold drinks together with light refreshments such as cakes and pastries for residents and to members of the public. Food preparation would be undertaken within the existing guest house facilities. No customer seating or outdoor seating areas are proposed as part of the application.

Specified Matters

Planning legislation now requires the planning register to include information on the processing of each planning application (a Report of Handling) and identifies a range of information that must be included. This obligation is aimed at informing interested parties of factors that might have had a bearing on the processing of the application. Some of the required information relates to consultations and representations that have been received and is provided elsewhere in this Committee Report. The remainder of the information and a response to each of the points to be addressed is detailed below.

A. **Summary of the main issues raised where the following were submitted or carried out**

i. An Environmental Statement.

Not applicable.

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

Not applicable.

iii. A Design Statement or a Design and Access Statement.

A Design and Access Statement has been submitted, with an appended version being submitted following the submission of amended plans in July 29th.

v. Any report on the impact or potential impact of the proposed development (for example the Retail Impact, Transport Impact, Noise Impact or Risk of Flooding)

Not applicable

B. Summary of the terms of any Section 75 Planning Agreement

Not applicable

C. Details of directions by Scottish Ministers under Regulation 30, 31 or 32

These Regulations enable Scottish Ministers to give directions.

i. With regard to Environmental Impact Assessment Regulations (Regulation 30).

Not applicable.

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

No direction has been made by Scottish Ministers/Not applicable.

2. Restricting the grant of planning permission.

Not applicable.

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

Not applicable.

2. requiring the Council not to grant planning permission without satisfying Scottish Ministers that the Council has considered to the condition and that it will either imposed or need not be imposed.

Not applicable.

Policies

The Development Plan comprises National Planning Framework 4 and the Glasgow City Development Plan.

National Planning Framework 4 (NPF4) was adopted on 13 February 2023. NPF4 is the national spatial strategy for Scotland. It sets out spatial principles, regional priorities, national developments and national planning policy for Scotland. NPF4 contains two overarching policies, Policy 1 and Policy 2, which must be considered for all development proposals, giving weight to the climate and nature crises, with development designed to minimise emissions and adapt to current and future impacts of climate change. The following policies from NPF4 are considered to be relevant to the application assessment:

Policy 1: Tackling the climate and nature crises
Policy 2: Climate mitigation and adaption
Policy 7: Historic assets and places
Policy 14: Design, quality and place

The Glasgow City Development Plan (CDP) was adopted on 29 March 2017. The City Development Plan contains two overarching policies: CDP1: The Placemaking Principle and CDP2: Sustainable Spatial Strategy, which must be considered in relation to all development proposals. Other policies provide more details on specific land uses or environments which contribute to meeting the requirements of the overarching policies. The following policies are considered to be relevant to the application assessment:

CDP1 & SG1: The Placemaking Principle
CDP2: Sustainable Spatial Strategy & Govan/Partick Strategic Development Framework
CDP4 & SG4 Network of centres (assessment guideline 10: Food, Drink and entertainment uses
CDP9 & SG9: Historic Environment
CDP11 & SG11: Sustainable Transport

Other Material Considerations

Historic Environment Policy for Scotland 2019
Historic Environment Scotland (2020); Managing Change in the Historic Environment: Doors (2016)

Assessment and Conclusions

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

In addition, under the terms of section 14(2) and section 59 of the Planning (Listed Building and Conservation Areas) (Scotland) Act 1997, the Council is required to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess. Section 64(1) of the same Act requires the Council to pay special regard to any buildings or other land in a Conservation Area, including the desirability of preserving or enhancing the character or appearance of that area.

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

a) whether the proposal accords with the statutory Development Plan;
b) whether the proposals would impact on the setting of the listed building or nearby listed buildings;
c) Whether the proposal preserves or enhances the character or the appearance of the Conservation Area;
d) whether any other material considerations (including objections) have been satisfactorily addressed.

In respect of a), the Development Plan comprises of NPF4 adopted 13th February 2023 and the Glasgow City Development Plan adopted 29th March 2017.

In order to assess a),b) and c), the proposal is considered against the following policies:

NPF4 Policy 1 Tackling the climate and nature crises and Policy 2 Climate mitigation and adaption
Policies 1: Tackling the Climate and Nature Crises and Policy 2: Climate mitigation and adaption of NPF4 seek to ensure that development contributes towards addressing the climate and nature crises through the sustainable use of land and buildings, minimising lifecycle greenhouse gas emissions and supporting adaptation to climate change.

Comment: The proposal involves the re-use and adaptation of an existing ancillary structure associated with a Category B listed building, requiring no demolition or significant new build elements. The proposal

therefore supports the continued productive use of an existing building and reduces the need for new construction materials. Furthermore, the site occupies a highly sustainable location within the urban area, opposite Kelvingrove Park and with good access to public transport and active travel routes. Given the scale and nature of the proposal, no adverse impacts on biodiversity, climate resilience or greenhouse gas emissions are anticipated. The proposal is therefore considered to accord with the aims and objectives of NPF4 Policies 1 and 2.

Policy 7 Historic assets and Place: seeks to protect and enhance historic environment assets and places whilst supporting their ongoing use and adaptation. In particular, proposals for the alteration of listed buildings will only be supported where they preserve the building's character, special architectural or historic interest and setting. Development within conservation areas should preserve or enhance their character and appearance through appropriate design, siting and materials.

Comment: The application relates to the change of use of an attached garage associated with a Category B listed building and the replacement of an existing modern roller shutter door with timber trifold doors within the existing opening. The proposal does not involve the loss of historic fabric, alterations to the principal elevations of the listed building, or changes to its form, scale or setting. Historic evidence indicates that the structure has undergone alteration from its original use as a greenhouse and the existing roller shutter door is a modern intervention which does not contribute positively to the building's special interest.

The proposed trifold doors incorporate a more traditional form of detailing and are considered a more sympathetic solution than the existing roller shutter. As the works are confined to an ancillary structure which is materially and visually subordinate to the principal building, the proposal is not considered to adversely affect the character, special architectural or historic interest of the Category B listed building. Furthermore, the proposal preserves the character and appearance of the Park Conservation Area. Accordingly, the proposal accords with the requirements of NPF4 Policy 7(c) and (d).

Policy 14 – Design, Quality and Place

a) Development proposals will be designed to improve the quality of an area whether in urban or rural locations and regardless of scale.

b) Development proposals will be supported where they are consistent with the six qualities of successful places:

Healthy: Supporting the prioritisation of women's safety and improving physical and mental health.
Pleasant: Supporting attractive natural and built spaces.
Connected: Supporting well connected networks that make moving around easy and reduce car dependency
Distinctive: Supporting attention to detail of local architectural styles and natural landscapes to be interpreted, literally or creatively, into designs to reinforce identity.
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.

c) Development proposals that are poorly designed, detrimental to the amenity of the surrounding area or inconsistent with the six qualities of successful places, will not be supported.

Comment: The proposal is considered to accord with Policy 14. The development involves the re-use of an existing ancillary structure associated with a Category B listed building and introduces a small-scale commercial use in a sustainable urban location. The proposal contributes towards the creation of a pleasant and healthy place through its location opposite Kelvingrove Park, one of Glasgow's principal areas of public open space, and by providing a local facility that can be accessed on foot, by cycle and by public transport.

The site is well connected, benefiting from established walking and cycling routes and access to public transport services within the West End. The proposal is also considered distinctive, responding positively to its historic context through the retention and adaptation of an existing structure and the replacement of the existing roller shutter with a more sympathetic frontage treatment. The development represents the efficient re-use of an existing building and therefore supports a sustainable pattern of development whilst conserving an existing built asset.
Finally, the proposal demonstrates adaptability through the productive re-use of an existing ancillary structure, securing an active use for the building whilst retaining flexibility for future occupation. The

proposal is not considered detrimental to the amenity of the surrounding area and is therefore consistent with the six qualities of successful places and accords with Policy 14.

GLASGOW CITY DEVELOPMENT PLAN

CDP 1: The Placemaking Principle

Policy CDP 1 is an overarching Policy which must be considered for all development proposals to help achieve the key aims of the City Development Plan. CDP 1 states that: *new development should aspire towards the highest standards of design while providing high-quality amenity to existing and new residents in the City*.

Comment: CDP1 is an overarching policy which seeks to ensure that development is of a high quality design, responds positively to its context and provides an appropriate level of amenity for existing and future users.

The proposal involves the conversion of an existing garage associated with a Category B listed building to a small-scale coffee shop and the replacement of an existing modern roller shutter door with timber trifold doors within the existing opening. The proposed physical alterations are modest in scale and are considered to respond positively to the character and appearance of the host building through the introduction of a more sympathetic frontage treatment. The proposal does not alter the form, scale or massing of the existing structure and preserves the character of both the listed building and the Park Conservation Area.
In amenity terms, the proposal is of a limited scale and does not include external seating, extensions or alterations which would result in unacceptable impacts on neighbouring properties. Having regard to the nature of the use, the site's sustainable location and the comments received from Environmental Health, the proposal is considered capable of operating without causing unacceptable impacts on residential amenity. Accordingly, the proposal is considered to accord with the aims and objectives of CDP1

SG1: Placemaking Part 2

Non-Residential Development Affecting Residential Areas

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

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

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

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

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

Comment: Paragraphs 2.65-2.68 of SG1 seek to ensure that non-residential development does not adversely affect residential amenity or the character of residential neighbourhoods. The guidance acknowledges that a range of local services and facilities can support established residential areas by

creating local focal points and reducing the need to travel. Such uses may be acceptable where they can coexist with neighbouring residential properties without giving rise to unacceptable impacts in respect of noise, disturbance, traffic, parking, servicing or emissions.

The application proposes the conversion of an existing garage associated with an established guest house business to a small-scale coffee shop. Whilst the site is located within a predominantly residential area, the commercial premises occupies a unique position opposite Kelvingrove Park and within an established mixed-use environment comprising residential properties, guest houses, hotels and visitor accommodation. The proposed use would provide a local facility serving visitors to the park, guests of the adjoining guest house and local residents, thereby contributing to the range of services available within the area.

In assessing the proposal against paragraph 2.68(a), regard has been given to the potential for disturbance arising from customer activity, traffic generation, noise, servicing arrangements and general impacts on residential amenity. The submitted information confirms that no cooking is proposed within the application premises, with food preparation undertaken within the existing guest house kitchen. The operation is intended to function as a small coffee shop serving beverages and light refreshments such as cakes and pastries. No internal customer seating or external seating areas are proposed and opening hours are limited to between 09:00 and 20:00. As such, the proposal is not considered to be comparable to larger food and drink premises that may generate significant levels of customer activity, noise, cooking odours or late-night disturbance.

However, the site occupies a highly accessible location opposite Kelvingrove Park and within easy reach of established public transport, walking and cycling routes. Given the modest scale of the operation and its proximity to a major visitor destination, it is anticipated that a significant proportion of customers will comprise existing park users, visitors to the area and guests already staying within the locality. The proposal is therefore not expected to generate a level of additional traffic or parking demand that would adversely affect residential amenity.

Consideration has also been given to servicing, waste and environmental impacts. The ancillary business would use the refuse and recycling facilities of the existing guest house. The proposal does not include external plant, extraction equipment or outdoor storage areas. Environmental Health has raised no objection in principle and has advised that the use of the existing guest house kitchen facilities removes the need for additional ventilation equipment. Having regard to the scale and nature of the operation, the proposal is not considered likely to generate unacceptable levels of noise, disturbance, vibration, odour or emissions.

Overall, it is considered that the proposal represents a modest commercial use that is compatible with the mixed residential and visitor accommodation character of the surrounding area. The development would not erode the residential character of the locality or result in unacceptable impacts on neighbouring occupiers. Accordingly, the proposal is considered to accord with of SG1: Placemaking Part 2 Non-Residential Development Affecting Residential Areas

Commercial Uses in Residential Properties

The aim of this guidance is to ensure residential amenity is not adversely affected by the introduction of commercial uses or operators.

While there is a presumption against granting planning permission for commercial uses of dwelling houses, including flats, it should be noted that the existing premises are already a commercial operation and not in use as a residential dwelling. The proposal under consideration is for the introduction of a coffee shop within this commercial operation.

In following this guidance, particular scrutiny will be given to conservation areas and any residential area where other considerations, including townscape, alterations to property, traffic, access and servicing, parking, noise or other environmental considerations could adversely affect local amenity or safety.

The test will be the preservation or enhancement of residential amenity and the environment. 3.3 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.

Some businesses can operate within residential property, where the primary use remains residential and the subordinate commercial use has little impact on the residential amenity of the building. In considering whether a part change of use would occur, the Council will have regard to:

a) the number of rooms which will be used for commercial use;
b) whether any staff will be employed to work in the dwelling;
c) the type of equipment which will be used;
d) the hours of operation;
e) whether the development will attract visitors and the frequency of visits, including deliveries; and
f) whether there will be a need for increased parking/servicing.

Comment: The aim of this guidance is to ensure that residential amenity is not adversely affected by the introduction of commercial uses within residential areas. There is a presumption against commercial uses within dwellinghouses and flats unless it can be demonstrated that the proposal would provide a beneficial service to the community, would not prejudice residential amenity or the character of the area, and would not give rise to parking or servicing difficulties.

In this instance the premises are an established commercial use and the proposal would not result in the loss of a dwelling but a change in the nature of the existing use.

Whilst the site is located within a predominantly residential area, it occupies a unique position opposite Kelvingrove Park and forms part of an established guest house operation rather than a wholly residential property. The proposal seeks to utilise an existing attached garage and would not result in the loss of residential accommodation. In this regard, the proposal differs from many forms of commercial development within residential areas as it would utilise an ancillary structure that is already physically separate from the principal accommodation and benefits from an independent access directly from Gray Street.

In terms of criterion (a), the proposed coffee shop would provide a local service to residents, visitors to Kelvingrove Park and guests of the adjoining guest house. The site occupies a highly accessible location adjacent to a significant recreational destination and the proposal would contribute to the range of facilities available within the local area.

With regard to criterion (b), it is not considered that the proposal would prejudice the residential character of the area or the amenity of neighbouring properties. The proposed use is limited in scale and would occupy the existing garage footprint without extension or significant external alteration. No outdoor seating areas are proposed and the submitted information confirms that food preparation would be undertaken within the existing guest house kitchen rather than within the application premises itself. The operation would be limited to the sale of beverages and light refreshments and is therefore not considered likely to generate levels of activity typically associated with larger food and drink premises. Environmental Health has advised that it has no significant concerns in principle regarding the proposal. Furthermore, the proposal occupies an existing ancillary structure which historically served a non-residential function and is physically separate from the principal guest house accommodation. The proposal would therefore not result in the loss of residential accommodation or the subdivision of a dwellinghouse.

In relation to criterion (c), whilst the proposal does not relate to a flat, it is noted that the unit benefits from a direct and independent entrance from Gray Street. The operation of the business would therefore not require customers to access shared residential entrances, closes or communal circulation space.

Criterion (d) relates to parking and servicing impacts. The application site occupies a sustainable and highly accessible location with convenient access to walking routes, cycling infrastructure and public transport services. Given the modest scale of the operation, the absence of customer seating and its position opposite Kelvingrove Park, it is anticipated that a significant proportion of customers would comprise existing park users, local residents, visitors to the area and guests of the adjoining guest house. The proposal is therefore not considered likely to generate a level of additional traffic, parking demand or servicing activity that would adversely affect the surrounding area.

Paragraph 3.4 of the guidance also requires consideration of the scale and nature of the commercial activity proposed. In this regard, the proposal relates to a single ancillary structure, would utilise limited equipment, would operate between 09:00 and 20:00 hours, and would not require extensive servicing or delivery arrangements. Whilst the use would attract visitors to the premises, the anticipated level of activity is not considered likely to result in unacceptable impacts on neighbouring residential amenity.

Detailed Design - Building Materials.

It is expected that all new development, depending on the nature and scale of the development, will:

a) employ high quality facing and roofing materials that complement and, where appropriate, enhance the architectural character and townscape quality of the surrounding area;
b) use robust and durable materials that fit their context and are capable of retaining their appearance over time and in Glasgow's climate; and
c) acknowledge the local architectural and historic context through the use of appropriate materials.

Comment: The proposal seeks the replacement of an existing modern roller shutter door with timber trifold doors within an existing opening in the attached garage. The proposed materials are considered appropriate to the age, character and architectural significance of the Category B listed building and would better reflect the traditional materials and detailing evident throughout the building. The use of timber joinery represents an enhancement over the existing roller shutter and is considered more sympathetic to both the host building and the wider Park Conservation Area.

The proposed materials are robust, durable and capable of weathering appropriately within Glasgow's climate. Furthermore, the proposal respects the local architectural and historic context through the use of materials and detailing that complement the existing sandstone building. Subject to conditions requiring the implementation of the development in accordance with the approved drawings and materials specification, the proposal is considered to accord with the Building Materials guidance.

CDP2 – Sustainable Spatial Strategy

This states that the council will continue to focus on the regeneration and redevelopment of the existing urban area to create a sustainable city. In doing so, the Council will support new development proposals that, among other things:

• Utilise brownfield sites in preference to greenfield sites;
• Prioritise the remediation and reuse of vacant and derelict land;
• Contribute to the development of vibrant and accessible residential neighbourhoods;
• Support higher residential densities in sustainable locations;
• Protect and enhance the integrity and character of the city's historic and natural environment.
• Protect and enhance the function and integrity of the Green Belt and contribute towards the development of an integrated green infrastructure;

Comment: The proposal represents the re-use and adaptation of an existing structure within the established urban area and makes efficient use of existing buildings and infrastructure. The development preserves the character and appearance of the Category B listed building and the Park Conservation Area whilst introducing a small-scale commercial use in a highly accessible and sustainable location. The proposal therefore accords with the objectives of CDP2.

CDP4 and SG4- Network of centres

Assessment Guidelines 1-8 relate to proposals within the City Centre, Major Town Centres, Local Town Centres, Other Retail and Commercial Leisure Centres and Local Shopping Facilities, together with large-scale retail and commercial leisure development.

Comment: As the application site is located outwith the Network of Centres and the proposal relates to the conversion of an existing garage to a small-scale coffee shop, these provisions are not directly applicable. The relevant consideration is the city-wide guidance for food and drink uses contained within Assessment Guidelines 10-14

Assessment Guideline 10 seeks to ensure that food and drink uses do not result in a detrimental impact on residential amenity through increased noise, activity or cooking fumes. The proposal relates to a small-scale coffee shop within an existing garage structure associated with a guest house. No external seating is proposed, food preparation would be undertaken within the existing guest house kitchen, and Environmental Health has raised no objection in principle. Having regard to the scale of the operation, proposed opening hours, absence of external plant and lack of cooking facilities within the premises,

the proposal is not considered likely to result in unacceptable impacts on residential amenity. Accordingly, the proposal accords with Assessment Guideline 10 of SG4

CDP9 and SG9 - Historic Environment CDP9

The aim of this policy is for appropriate protection, enhancement and management of Glasgow's heritage assets by providing clear guidance to applicants. The Council will protect, conserve and enhance the historic environment in line with Scottish Planning Policy. The Council is unlikely to support development that would have a negative impact upon the historic environment. SG9 contains the following guidance on the alterations proposed:

The Council encourages the sensitive alteration and extension of Listed Buildings. To this end, proposals for the alteration of a Listed Building must:

a) respect the original layout and plan form of the building;
b) not result in the loss of historic fabric, including fixtures and fittings, which contribute to the building's special interest;
c) incorporate detailed design and traditional materials which reflect or complement the period, style and architectural character of the building;
d) replace missing traditional features, such as period doors or decorative plasterwork with good quality replicas of the originals;
e) follow further detailed guidance for repairs, alterations and extensions; and
f) seek advice at the outset as to whether the project will give rise to any archaeological issues

Comment: The proposal utilises an existing opening within the attached garage structure and does not alter the overall form, scale or plan form of the listed building. No significant historic fabric is removed and the existing roller shutter is a modern intervention which does not contribute positively to the building's special architectural interest. The proposed timber trifold doors represent a more sympathetic treatment that better reflects the traditional materials and character of the listed building. Accordingly, the proposal accords with the guidance relating to alterations to listed buildings

All proposals for new development in, or affecting the setting of Conservation Areas, must:

a) preserve and enhance the special character and appearance of the area and respect its historic context;
b) be of a high standard of design, respecting the local architectural and historic context and use materials appropriate to the historic environment;
c) protect significant views into, and out of, the area;
d) retain all existing open space, whether public or private, which contributes positively to the historic character of the area; and
e) retain trees which contribute positively to the historic character of the area.

Comment: The proposal is considered to preserve the character and appearance of the Park Conservation Area. The garage occupies an ancillary structure located alongside a traditional service lane linking Gray Street and Derby Street, where a number of service-related structures and garage openings are already present. The proposal is confined to an existing opening and does not alter the scale, form or overall appearance of the building. The replacement of the existing modern roller shutter with a more traditional timber frontage is considered to better reflect the architectural character of the host listed building and its historic context. As such, the proposal preserves the special character and appearance of the conservation area and represents an improvement over the existing arrangement.

External Doors

Original external doors, including traditional panelled storm and front entrance doors, glazed vestibule doors, close and rear entrance doors contribute to the character of the City's Listed Buildings and Conservation Areas. The installation of new close and rear entrance doors will require planning permission and/or Listed Building Consent.

Proposals affecting exterior doors should meet the following:

a) original storm, close and front entrance doors should be retained, wherever possible;
b) replacements should match the original pattern and be constructed of timber. Flush panelled doors will not be acceptable. Traditional ironmongery, glazed sidelights and fanlights should be reinstated with original astragal pattern;

c) the upper panels of the proposed doors should comprise glazed panels, which replicate the design and proportions of existing original windows, as far as is practicable;
d) any original features, including decorative glazing, should be retained and incorporated into the new doors;
e) new close doors should be constructed of timber and panelled to match storm doors of main door flats or, alternatively, constructed of timber and glass. A fanlight should be provided and all ironmongery should be of traditional design. Alternatively, there may be situations where a wrought iron gate may be installed and this should be painted black;
f) the installation of new close doors, cabling or entry systems should be sympathetically carried out so as to minimise disturbance of original close tiles. Where a door entry system is to be installed, the buzzer panel should be recessed flush with the stonework; and
g) original rear entrance doors should be retained and repaired to match existing doors, wherever possible. If a replacement is required, the door should be of a similar design and materials to the original and should incorporate all ancillary original features including glazed fanlights and glazed side-screens, where appropriate.

Comment: The existing roller shutter is a modern feature and does not reflect the traditional character of the listed building. The proposed timber trifold doors incorporate a panelled lower section and glazed upper panels and therefore better align with the principles of SG9 relating to external doors. Whilst not a direct replica of an original door, the proposal introduces a more sympathetic and traditionally detailed frontage treatment than the existing arrangement.

Alterations to shops and other commercial buildings

Policy states that replacement commercial frontages should:

a) original shop and other commercial frontages in Listed Buildings and Conservation Areas should be repaired and restored, wherever possible;
b) replacement frontages, where required, should take into account the original architectural style, traditional materials and other design features of the building of which they are a part and the area where they are located, referring where available to archive records or original details, where discernible from downtakings;
c) the original details and proportions of the frontage should be reinstated including depth and position of the fascia, stall riser, window panels and doorways (including integral fanlights, where appropriate);

Comment: Whilst the garage does not comprise a traditional shopfront, the proposal introduces a commercial frontage within a listed building. The replacement of the existing roller shutter with timber trifold doors is considered a more sympathetic intervention which better reflects the architectural character of the host building and conservation area than the existing arrangement.

Park Conservation Area

Park Conservation Area contains terraces which are mainly A or B listed, often with interiors of exceptional quality. This former residential area was, until recently, almost totally converted to office use with many of the former rear gardens converted to private car parks, open to the rear lanes. There is now, however, a steady conversion of office premises back to residential use, with conversion into flats and full townhouses. The Council will expect proposals to make minimal disruption to the internal fabric with restoration of the interiors, 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

Comment: The Park Conservation Area is characterised by high-quality Victorian terraces, many of which are listed. The associated guidance highlights the importance of protecting architectural character and improving the townscape quality of rear lanes and ancillary spaces. The proposal relates to an existing ancillary structure located adjacent to a traditional service lane linking Gray Street and Derby Street. The garage currently presents a modern roller shutter to Gray Street which contributes little to the architectural character of the listed building or its surroundings.

The proposed replacement of the roller shutter with traditionally detailed timber trifold doors is considered to provide a more sympathetic frontage treatment that better reflects the character of the host building and conservation area. The proposal does not impact upon historic boundary walls, open space, trees or significant views and would not alter the established form or spatial character of the lane environment. On balance, the proposal is considered to preserve the character and appearance of the Park Conservation Area and would result in a modest enhancement to this part of the conservation area through the improvement of an existing ancillary frontage.

Bin Stores

Bin stores should be integrated into rear boundary walls, wherever possible, and their design should reflect as far as possible the traditional design and materials of the main property or surrounding conservation area. Contemporary design may also be considered in some circumstances. The presence of bin stores should not be emphasised by the use of different cladding materials, for example, precast concrete.

Comment: No new external bin store is proposed. Waste associated with the operation would be managed through the existing servicing arrangements associated with the guest house and would not require the introduction of additional refuse storage structures. Accordingly, the proposal would not adversely affect the character or appearance of the listed building, the Park Conservation Area or the surrounding streetscape.

PLANNING (LISTED BUILDING AND CONSERVATION AREAS) (SCOTLAND) ACT 1992

In respect of b) and c), the impact of the proposal on the special character and historical interest of the listed building and on the visual amenity of the surrounding conservation area has been assessed in i) through the proposal accordance with NPF4 Policy 7 – Historic Assets and Places and CDP9 & SG9 Historic Environment. As such the character of the Listed Building and the surrounding Conservation Area will be preserved.

MATERIAL CONSIDERATIONS

With regards to d), whether any material considerations have been raised during the application process that would outweigh the provisions of the statutory Development Plan, the representations and consultations received for this application are material consideration and have been summarised below:

Historic Environment Policy for Scotland (2019)

The Historic Environment Policy for Scotland 2019 (HEPS) forms part of the national planning policy suite of documents, providing specific policy guidance on matters concerning the historic environment and was produced to take account of the changes resulting from the Historic Environment Scotland Act 2014, which created Historic Environment Scotland (HES).

HEPS is a policy statement directing decision-making that affects the historic environment. It is non-statutory, which means that it is not required to be followed as a matter of law or statute but is a material consideration for planning proposals that might affect the historic environment. It consists of six policies and is relevant to a wide range of decision-making at national and local levels. This is supported by more specific guidance on individual topics, known as the Managing Change in the Historic Environment Guidance.

This series of guidance notes support the national level policy for planning and the historic environment. Each Managing Change guidance note looks at a different theme. In assessing the proposal, regard has been had to Historic Environment Scotland's *Managing Change in the Historic Environment* guidance, particularly *Doors* and *Use and Adaptation*. The replacement of the existing modern roller shutter with traditionally detailed trifold doors within the existing opening is considered a sympathetic alteration which preserves the special architectural and historic interest of the listed building while facilitating the continued viable use of the property.

REPRESENTATIONS

The letters of representation are material considerations and should be taken into account in making a decision on the planning application. The representations are summarised and addressed as follows:

The grounds of objection are summarised as follows:

- Impact on listed building and architectural heritage

Comment: The proposal has been assessed against and found to comply with Policy SG9 above. The proposal involves the replacement of an existing modern roller shutter door within the attached garage element of the building on the north-west elevation. The existing roller shutter is not considered to be an original or architecturally significant feature of the listed building.

The proposed replacement comprises trifold doors with a panelled lower section and glazed upper panels. These introduce a more traditional form of detailing and provide a more sympathetic appearance than the existing roller shutter. The proposal utilises the existing opening and does not require the removal of historic fabric or result in alterations to features which contribute significantly to the building's special architectural or historic interest.

The proposed works do not alter the principal architectural composition, form, scale or detailing of the listed building. Furthermore, the works are confined to an existing garage opening viewed primarily from the adjoining access lane and do not affect the building's principal elevations.

- Residential amenity - increased noise and disturbance arising from customers, staff activity, deliveries, café equipment, increased footfall, customer congregation, loss of privacy and the introduction of a commercial use within a predominantly residential environment.

Comment: The application has been assessed against and found to comply with Policies SG1 and SG4 above. The proposal relates to the conversion of an existing garage associated with the guest house into a small coffee shop/kiosk. The submitted information confirms that there would be no cooking of food on the premises, no customer seating within the unit and no outdoor seating areas. The food offer would be limited to teas, coffees, cakes, pastries and similar items, with food preparation undertaken within the existing guest house facilities. Operating hours are proposed between 09:00 and 20:00.

Environmental Health has advised that it has no significant concerns regarding the proposal and has indicated that the use of the existing guest house kitchen facilities removes the need for additional ventilation equipment. Furthermore, Environmental Health has raised no objection in principle to the proposed use.

Whilst it is acknowledged that the proposal will introduce an element of commercial activity and a degree of additional footfall, the scale and nature of the operation is relatively modest. The proposal is not considered likely to generate levels of noise, activity or disturbance that would result in an unacceptable impact on neighbouring residential amenity. In relation to privacy, the proposal does not include any new windows, outdoor seating areas, terraces or other features that would facilitate overlooking of neighbouring properties. The change of use of the existing garage space would not, in itself, result in a material loss of privacy. No new windows, outdoor seating areas, terraces or other features are proposed which would facilitate overlooking of neighbouring properties

Road and pedestrian safety - Concerns have been raised regarding customers queuing outside the premises, obstruction of the footway, pedestrian safety, the site's relationship with the adjoining lane, increased traffic generation, parking pressure and potential impacts on emergency vehicle access.

Comment: The proposal relates to a small-scale coffee shop and is not considered to be a significant travel-generating use. The site occupies a sustainable location adjacent to Kelvingrove Park and is within walking distance of existing public transport services and active travel routes. Given its location opposite a major public park and visitor destination, it is anticipated that a significant proportion of customers would comprise existing park users, pedestrians, cyclists, guests of the adjoining guest house and people already travelling within the local area, rather than customers making dedicated trips by private car.

Concerns regarding customers queuing outside the premises have been considered. The proposed unit occupies a relatively small frontage and is intended to operate primarily as a takeaway coffee shop serving park users, visitors to the area and guests of the adjoining guest house. Given the limited floorspace and lack of customer seating, customers are unlikely to remain at the premises for extended periods. Any waiting associated with the purchase of refreshments would be expected to be short in duration and transient in nature. Having regard to the modest scale of the operation and its location opposite Kelvingrove Park, it is not considered that customer activity would be of a level that would materially obstruct pedestrian movement or give rise to road safety concerns.

Concerns regarding pedestrian safety at the junction with the adjoining service lane are noted. However, the proposal does not alter the existing access arrangements, road layout or visibility at the site. Whilst service and refuse vehicles use the lane, the proposal relates to a small-scale coffee shop and is not expected to generate significant numbers of customers congregating outside the premises at any one time. It is therefore not considered that the development would prejudice the safe movement of pedestrians or vehicles in the vicinity of the site

On balance, the proposal is not considered likely to generate a level of traffic, parking demand or pedestrian activity that would result in an unacceptable impact on road safety or local amenity and the development is therefore considered to accord with the objectives of SG11 Sustainable Transport

- Waste, Litter and Pest control

Comment: the facility will make use of the Guest House's existing refuse and recycling facilities.

- Impact on character of the area - increased customer activity would undermine the quiet and peaceful character of the area adjacent to Kelvingrove Park.

Comment: Whilst it is acknowledged that the proposal would result in some increase in comings and goings associated with customers purchasing refreshments, the scale of the operation is limited. The proposal does not include external seating, outdoor events or other facilities likely to generate prolonged activity or congregation. Furthermore, the site's location opposite Kelvingrove Park means that the surrounding area already accommodates a degree of pedestrian movement associated with park users, visitors and tourists. The level of activity associated with the proposed coffee shop is not considered likely to materially alter the character of the area or give rise to an unacceptable impact on residential amenity

- Parking and access

Comment: The proposal is not expected to generate a level of vehicle trips that would result in unacceptable pressure on on-street parking provision. The coffee shop is modest in scale, contains no customer seating and is located opposite Kelvingrove Park, where it is anticipated to primarily serve existing park users, visitors to the area and guests of the adjoining guest house. Consequently, the proposal is unlikely to create a significant demand for additional parking or materially alter existing traffic conditions.

The proposal does not involve any changes to the existing access arrangements, road layout or servicing arrangements. Given the limited scale of the operation, it is not considered that the development would adversely affect vehicular access, servicing requirements or emergency vehicle access.

- Need for the development/ overprovision

Comment: the proposal would provide a small-scale local facility in a sustainable location opposite Kelvingrove Park and within an established mixed-use area comprising residential properties, guest houses and visitor accommodation. The proposal is therefore considered compatible with the surrounding area and accords with the relevant provisions of SG1 and SG4.

Conclusion

It is considered that the proposed formation of a coffee shop ancillary to the existing guest house and the associated external alterations accord with the relevant policies of National Planning Framework 4, the Glasgow City Development Plan and associated Supplementary Guidance.

The proposal represents the sympathetic re-use of an existing ancillary structure associated with a Category B listed building and secures the continued productive use of part of the property without adversely affecting its special architectural or historic interest. The replacement of the existing roller shutter door with traditionally detailed timber trifold doors is considered a more sympathetic and architecturally appropriate solution that preserves the character of the listed building and results in a modest enhancement to the appearance of this ancillary structure.

The proposal is also considered to preserve the character and appearance of the Park Conservation Area. The works are confined to an existing opening within an ancillary structure and do not impact upon the scale, form or setting of the listed building, significant views, open space, boundary treatments or other features which contribute positively to the significance of the conservation area.

In terms of land use, the proposed coffee shop is modest in scale and would occupy an existing garage associated with an established guest house. Having regard to the absence of customer seating, external plant, extraction equipment and signage, together with the proposed hours of operation and the comments received from Environmental Health, the proposal is not considered likely to give rise to unacceptable impacts in respect of residential amenity, noise, disturbance, traffic, parking, servicing, privacy or road safety.

All other material considerations, including the consultation responses, Historic Environment Scotland guidance and the matters raised within the representations received, have been carefully considered. However, these are not considered sufficient to outweigh the proposal's compliance with the

Development Plan and the statutory duties relating to the preservation of the listed building and the character and appearance of the conservation area.

Accordingly, it is recommended that planning permission be granted, subject to the following conditions

Conditions and Reasons

1. The development to which this permission relates must be begun within three years from the date of this permission.

Reason**:** To comply with Section 58 of the Town and Country Planning (Scotland) Act 1997

2. The development shall be carried out in accordance with the approved drawings and supporting information unless otherwise agreed in writing by the Planning Authority.

Reason: To ensure that the development is implemented in accordance with the approved details.

3. Notwithstanding the approved use, no external seating, tables, chairs or other customer seating areas shall be provided within the curtilage of the site without the prior written approval of the Planning Authority.

Reason: To safeguard the amenity of neighbouring occupiers and preserve the character of the Park Conservation Area.

4. No external plant, ventilation equipment, flues, ductwork, condensers or extraction equipment shall be installed without the prior written approval of the Planning Authority.

Reason: To safeguard residential amenity and preserve the character and appearance of the Category B listed building and Park Conservation Area.

5. The premises shall not be open to customers outwith the hours of 09:00 and 20:00 on any day unless otherwise agreed in writing by the Planning Authority.

Reason: To protect the amenity of neighbouring residential properties.

6. Prior to the installation of the approved trifold doors, full details and samples of the proposed external finish and colour shall be submitted to and approved in writing by the Planning Authority. Thereafter the development shall be implemented in accordance with the approved details.

Reason: To safeguard the character of the listed building.

7. A sample of stonework repairs shall be prepared to match the original natural stonework in every respect including colour, texture and coursing pattern for the inspection and written approval of the planning authority. No other work shall be begun on this aspect of the development until written approval has been issued by the planning authority.

Reason: To safeguard the character of the listed building.

8. All repointing of exterior stonework shall match the original pointing in every respect including mix of materials, colour and thickness.

Reason: To safeguard the character of the listed building.

Advisory Notes to Applicant

All servicing of the proposed development will be subject to traffic regulations and existing waiting and loading restrictions and any future amendments to same.

Advisory Notes to Council

for Executive Director of Neighbourhoods, Regeneration and Sustainability DC/SGR/20/10/2026

BACKGROUND PAPERS

PLEASE NOTE THE FOLLOWING:

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