Planning Applications Committee

Report by
Executive Director of Neighbourhoods, Regeneration and Sustainability

Item 1(b)

17th November 2026

Contact: Susannah Groves Phone:
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Application Type	Listed Building Consent
Recommendation	**Grant Subject to Condition(s)**

Application	26/01029/LBA	**Date Valid**	13.05.2026
Site Address	46 Gray Street Glasgow G3 7SE		
Proposal	Internal and external alterations to listed building		
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	**Published**	5 June 2026
City Plan			

Representations/Consultations

As an application for Listed Building Consent, the proposal was advertised in the local press in accordance with the statutory requirements and no neighbour notification letters were issued. However, for completeness, it is noted that the associated planning application was validated in July 2026, advertised in the local press and accompanied by the issue of 73 neighbour notification letters. A total of eight representations were received objecting to the proposal.

The grounds of objection are summarised as follows:

- Impact on the listed building and architectural heritage;
- Residential amenity;
- Road and pedestrian safety;
- Waste, litter and pest control;
- Impact on the character of the area;
- Parking and access; and
- Need for the development/overprovision.

Historic Environment Scotland - Have considered the information received and do not have any comments to make on the proposals. Our decision not to provide comments should not be taken as our support for the proposals. This application should be determined in accordance with national and local policy on listed building consent, together with related policy guidance

Site Description

The application site comprises a Category B listed former tenement which is currently utilised as a 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

26/01030/FUL Formation of coffee shop (Class1) ancillary to existing guest house and associated external alterations. Pending considerations.

Proposal

Listed Building Consent is sought for works associated with the conversion of the existing garage building to a coffee shop. 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 proposal is limited to the adaptation of the existing building and the alteration of the principal elevation through the replacement of the roller shutter door with a more traditional timber frontage.

Policies

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.

In order to assess the impacts of new development on the special interests of a Listed Building, the Development Plan and associated supplementary guidance identifies factors that relate to the duties of the Act and have, therefore, been used to assist in assessing this application. The proposal has been considered against:

National Planning Framework 4 Policy 7 - Historic Assets and Places

Glasgow City Development Plan 2017

CDP9 - Historic Environment
SG9 - Historic Environment

Other Material Considerations
Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997
Historic Environment Policy for Scotland 2019
Historic Environment Scotland (2020); Managing Change in the Historic Environment: Doors (2016)

Assessment and Conclusions

The Planning (Listed Building and Conservation Areas) (Scotland) Act 1997 Section 14(2) and Section 59 requires special regard to be had to the desirability of preserving the listed building or its setting or any features of special architectural or historic interest it possesses.

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

a) whether the proposal preserves the special character of the Listed Building; and
b) whether any other material considerations (including representations) have been satisfactorily addressed.

In respect of (a) it is important to consider the existing character of the building, its merits for listing and the potential impact of the proposal. The application property is a Category B Listed building (LB32972) and was subject to listing on 15th August 1970. Historic Environment Scotland's statutory description states:

Circa 1880, style of James Sellars. 4-storey and basement classically detailed tenement, 15 x 4 unequal bays. Polished ashlar, channelled at ground floor; rear elevation squared rubble. Alternating flat and canted (full-height) window bays. Each entrance at head of stairs oversailing basement area. Alternating main door and close entries;
main doors with pilastered, architraved, corniced doorpieces; some double-leaf, panelled storm doors; plain close entries. Plain entablature to each floor above basement incorporating moulded cill band. Sash and case windows, with stone transoms at 3rd floor; ground floor with moulded cills and aprons; architraves to flat bays. Stepped, bracketted, boldly projecting eaves; corniced axial stacks; slate roof.

ELEVATION TO BENTINCK STREET: bays arranged in groups of 3; each group with outer shallow canted bays; stone mullions.

ELEVATION TO GRAY STREET: shallow, canted 4-light outer bays. Fluted, cast-iron rhone pipes; cast-iron boundary railings.
INTERIORS: column screen in hall at No 46 Gray Street. Good plasterwork

Statement of Special Interest: Former Kelvingrove Terrace

Also, in respect of (a), the Development Plan and associated supplementary guidance identifies factors that relate to the duties of the Act and have, therefore, been used to assist in assessing the application. The Development Plan comprises of NPF4 adopted 13th February 2023 and the Glasgow City Development Plan adopted 29th March 2017. The following policies and guidance apply:

Policy 7: Historic Assets and Places of National Planning Framework 4; Policy CDP 9 and SG 9: Historic Environment of the City Development Plan.

NATIONAL PLANNING FRAMEWORK 4 (NPF 4)

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).

GLASGOW CITY DEVELOPMENT PLAN

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.

No detailed information has been submitted regarding any proposed internal alterations to facilitate the coffee shop use. Whilst the application principally relates to the replacement of the existing roller shutter door and the reuse of the existing garage structure, a condition is recommended requiring details of any internal works to be submitted to and approved by the Planning Authority prior to commencement. This will ensure that any impact on the fabric and special interest of the listed building can be appropriately assessed

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.

OTHER MATERIAL CONSIDERATIONS

In respect of (b), other material considerations:

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.

Comment: 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 historic significance of the building and its association with James Sellars is recognised. However, 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: These issues are not material to the application for listed building consent or alterations and have been considered separately in the processing of the accompany application for planning permission (reference 26/01030/FUL).

- Road and pedestrian safety

Comment: These issues are not material to the application for listed building consent or alterations and have been considered separately in the processing of the accompany application for planning permission (reference 26/01030/FUL).

- Waste, Litter and Pest control

Comment: These issues are not material to the application for listed building consent or alterations and have been considered separately in the processing of the accompany application for planning permission (reference 26/01030/FUL).

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

Comment: These issues are not material to the application for listed building consent or alterations and have been considered separately in the processing of the accompany application for planning permission (reference 26/01030/FUL).

- Parking and access

Comment: These issues are not material to the application for listed building consent or alterations and have been considered separately in the processing of the accompany application for planning permission (reference 26/01030/FUL).

- Need for the development/ overprovision

Comment: These issues are not material to the application for listed building consent or alterations and have been considered separately in the processing of the accompany application for planning permission (reference 26/01030/FUL).

Conclusion

It is considered that the proposed works accord with the relevant policies of National Planning Framework 4, the Glasgow City Development Plan and associated Supplementary Guidance, as well as the statutory duties relating to the protection of listed buildings.

The proposal involves the alteration of an existing ancillary structure associated with a Category B listed building through the replacement of a modern roller shutter door with traditionally detailed timber trifold doors. The works are limited in scope and are considered to respect the character, appearance and architectural integrity of the listed building. The proposed alteration represents a more sympathetic and historically appropriate treatment of the opening and will not adversely affect the special architectural or historic interest of the listed building. Indeed, the removal of the existing roller shutter is considered to provide a modest enhancement to the character and appearance of the 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 and do not alter the scale, form, massing or setting of the listed building, nor do they impact upon key views or other features which contribute positively to the significance of the conservation area.

Historic Environment Scotland guidance, consultation responses and all other material considerations, including the representations received, have been carefully considered. However, none of these matters alter the conclusion that the proposed works satisfy the statutory test set out under Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, preserving the special architectural and historic interest of the listed building and the character and appearance of the conservation area.

Accordingly, it is recommended that listed building consent be granted, subject to the following conditions.

Conditions and Reasons

01. 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 the character of the listed building and the character of the surrounding conservation area.

02. 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 and the character of the surrounding conservation area.

03. 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 and the character of the surrounding conservation area.

04. 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 and the character of the surrounding conservation area.

05. Notwithstanding the approved drawings, no internal alterations shall commence until full details of all proposed internal works, including any alterations to walls, floors, ceilings, joinery, fixtures and finishes affecting the historic fabric of the listed building, have been submitted to and approved in writing by the Planning Authority. The works shall thereafter be carried out in accordance with the approved details.

Reason: To safeguard the character of the listed building and the character of the surrounding conservation area.

for Executive Director of Neighbourhoods, Regeneration and Sustainability DC/SGR/09/11/2026

BACKGROUND PAPERS

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