

## Report of Handling for Application 25/01992/FUL

<b>ADDRESS:</b>	27 Onslow Drive Glasgow G31 2LY	<b>Item 3</b>  31st March 2026
<b>PROPOSAL:</b>	Use of dwellinghouse as House in Multiple Occupation (HMO) (up to 8 persons) and external repairs and works.	

<b>DATE OF ADVERT:</b>	6 October 2025	
<b>NO OF REPRESENTATIONS AND SUMMARY OF ISSUES RAISED</b>	<p>38 neighbour notification letters were issued, the application was advertised in the local press and included in the Weekly List of Applications</p> <p>3 objections were received. The reasons for the objection include:</p> <ul style="list-style-type: none"> <li>• Increased noise, activity and disruption to quiet residential area.</li> <li>• Concerns with lack of parking available for a potential of 8 additional cars adding congestion to the street.</li> <li>• The proposal does not conform to the requirement of new HMOs having to have a kitchen on the same level as all the living spaces.</li> <li>• Rooms 7 and 8 have neither toilet nor kitchen facilities on the same level.</li> <li>• Room 8 is too small.</li> <li>• There is very little social space for use by the 8 occupants as there is no living room, adding to a sense of isolation for the residents.</li> </ul> <p><u>Case Officer Comment</u></p> <p>Parking and residential amenity impacts are considered under 'Other Comments' later in this report. The kitchen and bathroom not being on the same level as all of the bedrooms is not a material planning consideration. It is agreed that the internal layout and amenity of the HMO could be improved with the provision of a communal living room in place of one of the larger bedrooms. Further assessment on amenity is provided under 'Placemaking' further on in this report.</p>	
<b>PARTIES CONSULTED AND RESPONSES</b>	None	
<b>PRE-APPLICATION COMMENTS</b>	<p>The applicant engaged in pre-application discussions with the Council in 2023. Initially the applicant was seeking advice on the conversion of the property to 3 self-contained dwellings with associated amenity space and internal alterations. Through discussions with the applicant, the Council advised that a reduction in the number of units would be required to achieve the appropriate levels of amenity and suitable access for residents. Advice was also given on providing internal front and rear access for all dwellings, privacy issues, the impact of the proposal on the Conservation Area, refuse and car and cycle parking provision.</p>	

<b>EIA - MAIN ISSUES</b>	NONE	
<b>CONSERVATION (NATURAL HABITATS ETC) REGS 1994 – MAIN ISSUES</b>	NOT APPLICABLE	
<b>DESIGN OR DESIGN/ACCESS STATEMENT – MAIN ISSUES</b>	NOT APPLICABLE	
<b>IMPACT/POTENTIAL IMPACT STATEMENTS – MAIN ISSUES</b>	NOT APPLICABLE	
<b>S75 AGREEMENT SUMMARY</b>	NOT APPLICABLE	

<b>DETAILS OF DIRECTION UNDER REGS 30/31/32</b>	NOT APPLICABLE
<b>NPF4 POLICIES</b>	<p>National Planning Framework 4 (NPF4) is the national spatial strategy for Scotland up to 2045. Unlike previous national planning documents, the NPF4 is part of the statutory Development Plan and Glasgow City Council as planning authority must assess all proposed development against its policies. The following policies are considered relevant to the application:</p> <ul style="list-style-type: none"> <li>• Policy 1: Tackling the climate and nature crises</li> <li>• Policy 2: Climate mitigation and adaptation</li> <li>• Policy 7: Historic assets and places</li> <li>• Policy 9: Brownfield, vacant and derelict land and empty buildings</li> <li>• Policy 13: Sustainable transport</li> <li>• Policy 14: Design, quality and place</li> <li>• Policy 16: Quality homes</li> </ul>
<b>CITY DEVELOPMENT PLAN POLICIES</b>	<p>The City Development Plan consists of high-level policies with statutory Supplementary Guidance. The following policies were considered when assessing the application:</p> <ul style="list-style-type: none"> <li>• CDP1 and SG1: The Placemaking Principle</li> <li>• CDP9 and SG9: Historic Environment</li> <li>• CDP10 and SG10: Meeting Housing Needs</li> <li>• CDP11 and SG11: Sustainable Transport</li> </ul>
<b>OTHER MATERIAL CONSIDERATIONS</b>	Planning Circular 2/2012: Houses in Multiple Occupation: Guidance on Planning Control and Licensing
<b>REASON FOR DECISION</b>	The proposal was not considered in accordance with the Development Plan and there were no material considerations which outweighed the proposal's variance with the Development Plan.

<b>Comments</b>	
<b>Planning History</b>	<p>24/00077/FUL – Sub-division of dwellinghouse to form 2no. flatted dwellings and associated external works. Refused.</p> <p>24/00071/LOCAL – Sub-division of dwellinghouse to form 2no. flatted dwellings and associated external works. Allowed on Condition.</p> <p>This consent is extant and may be implemented up until its expiry date of 12<sup>th</sup> November 2027.</p>
<b>Site Visits (Dates)</b>	March 2024
<b>Siting</b>	The application site is a two-storey mid-terrace dwellinghouse located within the Dennistoun Conservation Area, on the north side of Onslow Drive. The property is blonde sandstone with a small front garden and private garden to the rear. The property has an outrigger to the rear (two-storey annexe) and a communal lane. This is within Ward 22 – Dennistoun.
<b>Design and Materials</b>	<p>The proposal is for the conversion of a single dwellinghouse to form a house for multiple occupancy (HMO). The proposed HMO would have 8 bedrooms. The ground floor would have 2 bedrooms, 2 shower rooms, a shared kitchen/dining room and utility, and bicycle storage and bin store (both with access into the rear garden area and lane). The first floor would have 6 bedrooms and 1 bathroom. The 2 bedrooms at first floor level contained within the annexe would be accessible only by the secondary staircase.</p> <p>External alterations (primarily to the rear) associated with the change of use include:</p> <ul style="list-style-type: none"> <li>• Existing tiled roof to be retained and repaired as necessary.</li> <li>• Installation of 4 x Ubink vents to east facing roof plane of outrigger.</li> <li>• Removal of cementitious mortar and repointing using lime mix and Lithomix repairs to sandstone to rear elevation. Repointing of brick gable.</li> <li>• Existing chimney to be retained and repaired as necessary.</li> <li>• Existing uPVC rainwater goods to rear to be renewed like-for-like (black).</li> <li>• Existing steel bars to be removed from ground level windows to rear.</li> <li>• Removal of existing timber door to rear and replaced with Oak ‘cottage style’ door.</li> <li>• Existing rooflight removed and replaced with a Velux ‘conservation style’ rooflight.</li> <li>• Existing wrought ironwork, fencing and gates to be refurbished and painted beige to match existing.</li> <li>• Smooth render to the annexe at the rear to be repaired to match existing. Wet dash render to be repaired to match existing.</li> </ul>
<b>Daylight</b>	All habitable rooms would receive natural daylight and ventilation.
<b>Aspect</b>	<p>The front elevation and small front garden of the property faces south. The shared rear garden is north facing. The windows on the annexe have an east facing aspect and the rear elevation of the original dwelling has a northern aspect.</p> <p>SG1 requires that in the conversion of buildings to residential use, all dwellings have dual aspect. None of the 8 bedrooms in the proposed HMO would be dual aspect. The shared kitchen/communal dining room has a window with a north-east facing outlook. Only the residents of bedrooms 1, 5 and 6 would therefore have dual aspect accommodation due to having windows at the front of the building (south facing) and access to the north facing kitchen/dining room.</p>
<b>Privacy</b>	No privacy issues.
<b>Adjacent Levels</b>	The site is relatively flat.
<b>Landscaping (Including Garden Ground)</b>	The shared garden to the rear will include an area of soft landscaping and a slabbed area with space for clothes drying. There is approximately 45sqm of garden ground to the rear, and 32sqm to the front of the property.
<b>Access and Parking</b>	Parking is unrestricted and on-street. 8 cycle parking spaces are recommended for this development in accordance with the requirements of City Development Plan, SG11:

	<p>Sustainable Transport, Section 4 Cycle Parking: locations; minimum levels; safe, sheltered and secure; and in 'sheffield' type racks.</p> <p>Sheltered and secure provision for bikes is proposed within a store at ground floor within the annexe. However, this area is only 5sqm which is insufficient for 8 bikes in accordance with SG11.</p>
<p><b>Site Constraints</b></p>	<p>Dennistoun Conservation Area</p> <p>Base Accessibility Area</p>
<p><b>Other Comments</b></p>	<p>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.</p> <p>In addition, Section 64 require the Council to pay special regard to any buildings or other land in a Conservation Area, including 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:</p> <ul style="list-style-type: none"> <li>a) Whether the proposal accords with the statutory Development Plan;</li> <li>b) Whether the proposal preserves or enhance the character or appearance of the Conservation Area;</li> <li>c) Whether any other material considerations (including objections) have been satisfactorily addressed.</li> </ul> <p>In respect of (a), the Development Plan comprises of NPF4 adopted 13th February 2023 and the Glasgow City Development Plan adopted 29th March 2017.</p> <p><u>Climate</u></p> <p>In relation to policies 1 and 2 (Tackling the climate and nature crises, and Climate mitigation and adaptation), this proposal for the conversion and reuse of an existing building in a sustainable compact urban location, is generally supported. Conversion is considered to be less carbon intensive than building new. This support is reiterated in policy 9 part d) of NPF4 which provides general support (taking into account their suitability for conversion to other uses) for the reuse of existing buildings given the need to conserve embodied energy. Conversions are exempt from the application of policy CDP5 and SG5 of the CDP.</p> <p><u>Principle of Development – Housing</u></p> <p>Policy 16 of NPF4 seeks to encourage, promote and facilitate the delivery of more high quality, affordable and sustainable homes, in the right locations, providing choice across tenures that meet the diverse housing needs of people and communities across Scotland. The proposal for the provision of multiple occupancy accommodation in place of a single large family dwelling may be considered consistent with this policy.</p> <p>CDP10 (Meeting Housing Needs) of the CDP aims to ensure that the city's growing and diverse population has access to a choice of housing of appropriate quality and affordability across all tenures. SG10 provides guidance specifically regarding proposals for multiple occupancy. Whether the principle of the proposed development is supported is dependent on the application of this policy.</p> <p>Multiple occupancy provides an essential form of accommodation for many people, particularly students. When concentrated in a particular street or building, however, it can give rise to environmental problems due to increased activity, noise, pressure on car parking and refuse disposal. SG10 aims to strike a balance between the demand for multiple occupancy and the need to ensure that the stability of neighbourhoods and the residential amenity of properties and streets are not adversely affected by multiple occupancy accommodation.</p> <p>SG10 provides the following locational criteria to be applied to all multiple occupancy development proposals:</p>

- a) In Hillhead and Woodlands, no further planning applications for multiple occupancies will be supported.
- b) In all other locations, the proportion of multiple occupancies should not exceed 5% of the total number of dwellings comprising that unit within a given street or block (or other readily identifiable unit). Exemptions from this rule may include properties that have become completely isolated from family accommodation);**
- c) In locations where on-street parking is controlled, residents' parking permits for HMOs shall be restricted to 1 permit per property. No parking permits will be issued for residents of HMOs granted planning permission after the adoption of SG11;
- d) In locations where on-street parking is not controlled, the potential impact of an HMO on on-street parking will be taken into account in determining the acceptability of the proposal, in accordance with 'Parking' guidance contained within SG 11: Sustainable Transport.

The Onslow Drive terrace between 30 Craigpark and 19 Onslow Square is a clear block identified for the purposes of the application of this policy. There are 16 units (identified by their front entrances) along this terrace (some may be subdivided internally). From a search of the available planning history and the publicly available HMO Public Register 2025-2026, the following HMOs appear to currently be operating in this block:

- 19 Onslow Drive has 5 bedrooms and a capacity of 5.
- 19 Onslow Square has 15 bedrooms and capacity of 18.
- 30 Craigpark has 9 bedrooms and capacity for 9.

Furthermore, it is noted that 2 Onslow Drive is in relatively close proximity to the application site but is on the opposite side of the street, and has an HMO license pending for 8. As such, 18.75% of the units/properties in the existing terrace appear to be in multiple occupancy use (although may not all have planning permission for multiple occupancy). The addition of the proposed HMO would increase this to 25%. This is a clear breach of the 5% outlined in the locational criteria of SG10 and therefore the proposed development is not supported by CDP10 and SG10. There are no issues identified in terms of parking, although sufficient bicycle parking will be required in accordance with SG11.

Furthermore, SG10 provides the following key criteria regarding design and amenity for multiple occupancy:

- a) There must be individual access to a lit street. This will include main door flats and undivided dwellinghouses, but will exclude most properties served by a tenement close and/or communal stairs and properties which have already been subdivided;
- b) There must be direct access to amenity space, a refuse store and a drying area to the rear of the building. Recycling space should also be provided in accordance with 'Provision of Waste and Recycling Space' guidance contained within SG 5: Resource Management.

Regarding design and amenity, the proposed multiple occupancy has individual access to the lit public street, and direct access to amenity space and an external refuse/recycling store and drying area to the rear.

Overall, the principle of the development in the proposed location is not accepted. Although the proposal may help address a demand for a specific type of housing in the city (multiple occupancy), it is not supported in this location due to the existing proportion of HMOs to Class 9 residential dwellings within the terrace block. The proposed intensification of multiple occupancy accommodation on this terrace would add to an existing concentration and may affect the stability of the neighbourhood and the residential amenity of local properties and streets. As such the proposed development does not comply with CDP10 and SG10 of the CDP.

### Placemaking

Policy 14 of NPF4 requires that development proposals should be designed to improve the quality of an area whether in urban or rural locations and regardless of scale. Development proposals will be supported where they are consistent with the six qualities of successful places. The proposed development is generally consistent with the six qualities of successful places. The alterations to the property will not have a detrimental impact on the character or environmental quality of the surrounding area in terms of design and materials. An assessment of amenity is provided under CDP1 and SG1 of the CDP. The proposal generally complies with Policy 14 of NPF4.

Policy CDP1: The Placemaking Principle is an overarching policy which must be considered for all development proposals to help achieve the key aims of the City Development Plan. CDP1 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.

SG1 provides more detailed guidance in relation to the conversion of buildings to residential use, to ensure that conversions result in good quality accommodation with appropriate facilities and residential amenity. Proposals for conversion should comply with the following general standards:

- a) all dwellings should, ideally, have dual aspect (proposed flats with their sole aspect into a parking court or shared rear area will generally be unacceptable). Where single aspect is proposed developers will be required to demonstrate that the amenity enjoyed by the flats is similar, if not better than that of dual aspect flats in a similar location. This will include consideration of the flat's outlook.
- b) all habitable rooms should receive natural daylight and ventilation. No residential accommodation should be formed solely in basement cellars or under buildings. A minimum of 18 metres should be provided between habitable room windows directly facing windows in buildings on adjacent sites, wherever possible. Where the adjacent site is vacant, no new habitable room windows should be formed on an elevation less than 9 metres from the common boundary;
- c) access to upper floors should be provided internally. External stairs should not be visible from any public area, as they detract from the visual amenity of buildings and the surrounding streetscene;
- d) there should be internal access from each dwelling to both the front and rear of the building, to enable occupants to reach refuse/recycling facilities and private/communal amenity space (an exception may be made in properties where a path is provided around the side of the building; and
- e) parking provision should accord with SG11 - Sustainable Transport.

Some of the residents (5 of the bedrooms) will not have dual aspect accommodation due to their rooms being located in the annexe or to the rear of the building, while the only shared habitable space within the building (kitchen/dining room) is also rear facing. These rooms' aspect is the shared rear garden. Only the residents of bedrooms 1, 5 and 6 would have dual aspect accommodation due to having windows at the front of the building (south facing) and access to the north facing kitchen/dining room. The level of amenity enjoyed by these rooms is not better than that of dual aspect flats nearby. The lack of dual aspect accommodation could be offset by improving the internal amenity by the provision of a separate shared living room to the front of the property. This would also reduce the number of occupants and may help mitigate concerns associated with the intensive use.

Internal communal stair will provide access to the upper floor. There will be a communal front access from the street, an internal route through the ground floor of the property, and rear access into the bin and cycle store, backcourt and lane. The proposal does not include the provision of car parking and it is noted that the application site is located in an area with high levels of on-street parking.

SG1 provides guidance regarding the provision of private garden space. The developer should provide usable communal private garden space for residents; a shared “backcourt” or “backcourts”. These areas should be screened from public view and secured from public access. To minimise energy use, provision in these areas should also be made for clothes poles, to allow outside clothes drying. The proposal meets this requirement through the shared backcourt and front garden with space for clothes drying. Both areas are suitably screened from public view.

As such, the proposal is generally compliant with NPF4 policy 14 and somewhat complies with CDP1 and SG1 of the CDP. There are concerns regarding the level of amenity afforded to each occupant of the proposed HMO due to 5 of the 8 bedrooms having access only to habitable rooms within the building which have the same (single) aspect. The provision of a south facing shared living room would enhance the overall amenity of the HMO. The private garden space, drying space, internal stairs and front to rear access are all acceptable in relation to SG1.

#### Heritage

Policy 7, part d) of NPF4 states that development proposals in or affecting conservation areas will only be supported where the character and appearance of the conservation area and its setting is preserved or enhanced. Relevant considerations include the:

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

Furthermore, part e) of policy 7 states that development proposals in conservation areas will ensure that existing natural and built features which contribute to the character of the conservation area and its setting, including structures, boundary walls, railings, trees and hedges, are retained.

Most external alterations associated with the conversion are to the rear of the building, where the annexe is. This elevation contributes less to the conservation area, and the alterations proposed are largely for the repair of the existing fabric. These details may be controlled by the application of conditions to ensure that the repairs do not adversely affect the character of the conservation area.

Furthermore, SG9 of the CDP provides guidance relating to the design and materials standards expected for proposal located within conservation areas. SG9 advises that proposals for alterations, or extensions to unlisted buildings in conservation areas must:

- a) Respect and complement the period, style and architectural character of the building; b) In the case of extensions, be subservient to the existing building in scale, height, massing and protect its proportions and setting;
- b) Follow the further detailed guidance contained in this SG for repairs, alterations and extensions;
- c) Avoid the loss of existing traditional features of value; and
- d) Not erode the character of the building or Conservation Area by the use of inappropriate design details or poor quality materials.

SG9 states that 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. Regarding stone repairs, SG9 advises that repairs should be carried out using masonry and lime/sand pointing that match the original in every respect including density, porosity, colour, texture, profile and coursing pattern. Pointing repairs should match the original in every respect including materials, width and profile.

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.

It is considered that the external alterations will respect the architectural character of the building. The proposal includes stone repairs and repointing of stonework to the rear of the dwelling, repair of the chimney, replacement of rooflight and replacement of rainwater goods. Given that the existing rainwater goods are UPVC, the Council accepts that this is a suitable material for replacement as these will not be visible from a public street. A single leaf door to the rear of the building is proposed to be replaced with a new timber door. It is not clear whether the existing door is original. Full detail of the proposed replacement door should be provided to the planning authority prior to installation, should the application be approved.

Lithomix is proposed to be used for the stone repairs of the dwelling. This should only be used for small areas of stone such as reforming a feature. Where extensive repair of masonry is required across an elevation, stone replacement would be a better option. Before carrying out stone work repairs, the need for repair should be established based on the degree to which the stone has deteriorated and whether its function is affected. The applicant has not provided information on the existing condition of the stonework and therefore, it is unknown whether repair could be achievable. However, safeguarding conditions can be attached to allow for this information to be submitted to the planning authority before work commences.

The bin storage area is proposed to be within the ground floor of the outrigger, close to the kitchen and utility, with easy access into the backcourt and lane for collection. This is a satisfactory solution, provided the store space can accommodate the required number of bins for the 8 bed HMO.

As such, with regards to the preservation of the conservation area, subject to conditions the proposal is acceptable in relation to policy 7 of NPF4 and CDP9 and SG9 of the CDP.

#### Transport

NPF4 policy 13 intends to encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably. Furthermore, policy CDP11 details how the city aims to improve connectivity and promote more sustainable patterns of transport. SG11 provide further detailed guidance on car parking and cycle provision. Where possible, every effort should be made to minimise the impact of on-street parking for safety reasons and to reduce visual impact in residential areas (particularly in conservation areas). 8 safe, sheltered and secure cycle parking spaces are required for this development.

It has not been demonstrated that the proposed bicycle store could accommodate the required standard of cycle provision (8 bicycles) because the area of the space available within the layout for the storage of bikes is just 5sqm. An external bike store could be provided in addition to this internal area, but this would then reduce the area of the shared backcourt available to clothes drying and general outdoor amenity. The proposal may also result in an increase in car parking congestion in the area because there parking is on street and unallocated. As such, it has not been demonstrated that the proposed development is compliant in terms of CDP11 and SG11 because there is not sufficient space available for the storage of cycles.

#### **Conclusion**

Overall, in relation to a), the proposed development does not comply with the Development Plan, specifically with regards to policy 13 of NPF4 and policies CDP1, CDP10 and CDP11 of the CDP.

	<p>In relation to b), the proposal would preserve and enhance the character and appearance of the Dennistoun Conservation Area.</p> <p>In respect of c), there are no outstanding material considerations to be addressed prior to the determination of this application. 3 objections were received and these have been addressed at the start of this report.</p> <p>On the basis of the foregoing, it is recommended that the application for Full Planning Permission be refused.</p>
<b>Recommendation</b>	<b>Refuse</b>

Date: 04/11/2025	DM Officer	<b>Kathryn Cockburn</b>
Date: <u>07/11/2025</u>	DM Manager	Ian Briggs

## Reasons for Refusal

01. The proposal was not considered to be in accordance with the Development Plan and there were no material considerations which outweighed the proposal's variance with the Development Plan.

02. The proposal is contrary to CDP10 and SG10 of the Glasgow City Development Plan because it would intensify the concentration of Houses in Multiple Occupation (HMO) on Onslow Drive, between Craigpark and Onslow Square, exceeding the proportion permitted in the terrace block as per SG10. The proposal may adversely affect the residential amenity of neighbouring properties and streets and the overall stability of the neighbourhood.

03. The proposal is contrary to CDP1 and SG1 of the City Development Plan because a high level of residential amenity would not be achieved due to a lack of shared habitable space and because most of the accommodation would be single aspect and north facing.

04. The proposal is contrary to Policy 13 of NPF4 and CDP11 and SG11 of the Glasgow City Development Plan in that the proposed development does not provide a sufficient standard of bicycle parking and as proposed, would not encourage or be supportive of sustainable and active travel, and instead may contribute to car parking congestion. The area proposed for bicycle storage is too small to accommodate the required standard of cycle parking.

## Drawings

The development shall not be implemented in accordance with the drawing(s)

1. A LOCATION PLAN Received 28 August 2025
2. 03 PROPOSED LAYOUTS Received 28 August 2025
3. 04 PROPOSED ELEVATIONS Received 28 August 2025
4. 05 PROPOSED BLOCK PLAN Received 28 August 2025

As qualified by the above reason(s), or as otherwise agreed in writing with the Planning Authority