



Glasgow City Council

Planning Local Review Committee

Report by Executive Director of Neighbourhoods, Regeneration
and Sustainability

Contact: Tim Moss Ext: 78654

Item 1

8th September 2026

26/00034/LOCAL – 55 Dixon Avenue, Glasgow, G42 8EN
Use of house in multiple occupancy (Sui generis) as 7 Serviced Apartments
(Sui Generis) and associated external alterations (Retrospective)

Purpose of Report:

To provide the Committee with a summary of the relevant considerations in the above review.

Recommendations:

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

Ward No(s): 8 – Southside Central

Citywide: N/A

Local member(s) advised: Yes ☐ No ☐

consulted: Yes ☐ No ☐

PLEASE NOTE THE FOLLOWING:

Any Ordnance Survey mapping included within this Report is provided by Glasgow City Council under licence from the Ordnance Survey in order to fulfil its public function to make available Council-held public domain information. Persons viewing this mapping should contact Ordnance Survey Copyright for advice where they wish to licence Ordnance Survey mapping/map data for their own use. The OS web site can be found at <http://www.ordnancesurvey.co.uk> "

If accessing this Report via the Internet, please note that any mapping is for illustrative purposes only and is not true to any marked scale

1 LOCATION AND DEVELOPMENT PLAN DESIGNATIONS

Location

- 1.1 The proposal site is the corner of Dixon Avenue and Annette Street. The site includes the basement and ground floor flats of the tenement, along with a front garden and shared areas in the basement.
- 1.2 The site is in the Govanhill, is unlisted and lies in a high public transport accessibility area.

Proposal

- 1.3 The proposal seeks consent for the use of a house of multiple occupation (HMO) as 7 no. Short-Term Let (STL) apartments with associated alterations. The flats originally operated as an 8 bedroom HMO.
- 1.4 Associated external alterations include the removal of mature hedgerow, a mature tree. The erection of cycle storage for five to ten bicycles and a new black brick boundary wall is proposed.
- 1.5 The access to a back court area under shared ownership with tenement flats at 45 Annette Street will be blocked off according to the plans.
- 1.6 Committee should note: this item is retrospective and some of the above proposed has been carried out and the site is currently operating as serviced short-term let apartments. However:
 - Some of the hard landscaping is not included in this proposal, as this is not covered by the site plan. There is reference to stairs to the basement flats, but no further change is mentioned. This would need to be rationalised in a subsequent application.
 - The bin storage and cycle storage are proposed but not built. Bins are currently placed to the eastern boundary wall, and cycles are chained to existing railings. These would need to be completed for satisfactory operation should the application be granted.
 - There is a large unilluminated sign above the main entrance. This would require advertising consent separately to this application.
- 1.5 An operational management plan and planning statement has been provided. No proposed materials for the external alterations are included in the plans. The location of the bins are stated but the dimensions are not specified.

2. DEVELOPMENT PLAN POLICIES

- 2.1 NPF4 was adopted by the Scottish Ministers on 13 February 2023 and is part of the statutory Development Plan. Where there is an area of incompatibility it is expected that the newest policy document will take precedence, which will be NPF4 for the time being.

In this case, the relevant policies from NPF4 are:

- Policy 1: Tackling the climate and nature crises
- Policy 2: Climate mitigation and adaption
- Policy 14: Design, Quality and Place
- Policy 23: Health & Safety
- Policy 30: Tourism

- 2.2 The relevant City Development Plan policies and supplementary guidance is:

- CDP1 & SG1;: The Placemaking Principle
- CDP10 & SG10: Meeting Housing Needs

3 REASONS FOR REFUSAL

- 3.1 The reasons for refusal are set out below:

01. The proposal was not considered to be in accordance with the Development Plan and there were no material considerations which outweighed the proposal's variance with the Development Plan.
02. The proposed development is contrary to Policy 14: Design, Quality and Place; Policy 23: Health and Safety; and, Policy 30: Tourism of National Planning Framework 4 and policies CDP1 and SG1 (Part 2): The Placemaking Principle; and CDP10 and SG10: Meeting Housing Needs of the City Development Plan as specified below, and there is no overriding reason to depart therefrom.
03. The proposal is contrary to Policy 23: Health and Safety of National Planning Framework 4 in that, due to the transitory nature of the proposed development, the use of a residential flat as short-stay accommodation is likely to raise unacceptable noise issues, which would be detrimental to the existing neighbours within the flatted block, thereby creating an adverse impact on residential amenity.
04. The proposal is contrary to Policy 30: Tourism of National Planning Framework 4 in that, the introduction of a short-term letting use at this property is considered to be significantly out of character with the predominant use of the mainstream flats in this building. It is considered that the transitory nature of the proposed use would have an unacceptable impact on residential amenity and the residential character of the property.

05. The proposal is contrary to Policy CDP1 and SG1 of the Glasgow City Development Plan in that the introduction of the transitory nature of the short-stay accommodation to a mainstream residential property fails to provide high quality amenity to existing and new residents in the City.
06. The proposal is contrary to CDP10 and SG10 of the Glasgow City Development Plan in that the proposal would result in a change of use from a residential flat to short-stay accommodation within an existing block of residential flats, resulting in a mix of mainstream residential flats and short-stay accommodation within a single building. As such, the introduction of the proposed use would adversely affect the residential character of the flat block to the detriment of the amenity of residents occupying mainstream residential flats.
07. The proposal is contrary to Policy CDP1 and SG1 of the Glasgow City Development Plan and Policy 14: Design, Quality and Place of National Planning Framework 4 insofar as the commercial use of the property has the potential to impact on the privacy of neighbours with respect to the rear communal garden and perception of overlooking from occupants using the short term let.
08. The proposal is contrary to NPF4 Policy 30, it is not considered that there are demonstrable local economic benefits from the proposal which would outweigh the loss of mainstream residential accommodation.

APPEAL STATEMENT

- 4.1 A summary of the material points raised in the appeal statement are given below.
 01. The proposal is an 'aparthotel' which planning legislation does not contain a definition of. This should be treated as a Class 7.
 02. None of the apartments share an entrance with any other flat within the building.
 03. This is not in a conservation area where change of use is strongly resisted.
 04. Policies against the change of use from HMO to STLs are only there to resist the loss of dwellinghouses and flats that are permanently occupied.
 05. The property is not a 'party flat', with a management plan in place to resist its use as such. Staff meet visitors at the reception desk. Housekeeping is present.

06. The property is well served by public transport and therefore well suited for short-term let apartments.
07. The loss of the HMO is outweighed by demonstrable economic benefits: much needed accommodation for professional people on short term contracts.
- 4.2 The applicant did not request any further procedure in the determination of the review.

5 REPRESENTATIONS AND CONSULTATIONS

- 5.1 Four representations received to the original application. Two objected to the application, including from Crosshill Govanhill Community Council, and four supported the proposal. Points raised from the objections are as follows:
- Booking.com states there are 8 rooms advertised whilst the application states 7 rooms and a reception.
 - Evidence from online reviews suggests that the 8th room is not in use as a reception area but to let. This is compounded by reviews mentioning the use of a key safe.
 - Parking issues already on Dixon Avenue.
 - Domestic waste bins are in use rather than commercial. There are not enough bins for the expansion of apartments either.
 - No disabled ramp to access property.
 - Loss of prime housing in a Housing Emergency.
 - Mature tree were felled.
 - The application itself is confused. Given references to “24-hour reception and housekeeping” it is unclear whether it seeks approval as licensed serviced Short-Term Lets or as an Aparthotel.

The summary of points in support were as follows:

- Aligns with residential character of the area.
- Positive contribution to the local economy.
- Positive track record in terms of management.

There were no letters of representation received to the application.

- 5.2 No letters of representation were received to this review.

6 RELAVANT PROPERTY HISTORY

Relevant planning history includes the following:

88/01025/DC - Use of flatted dwelling as multiple occupancy dwelling. - Grant subject to conditions

12/00142/DC - Environmental improvements to backcourts including erection of bin stores. - Grant subject to conditions

Relevant Planning Enforcement:

25/00635/EN - Alleged breach: Unauthorised conversion of HMO property into 7 short term let rooms – Pending Consideration

24/00376/EN - Alleged breach: Unauthorised conversion from and HMO to STL - Enforcement Action Necessary - Change

7 COMMITTEE CONSIDERATIONS

7.1 Committee should consider if the following are in accordance with NPF4, the relevant City Development Plan policies and Supplementary Guidance, and if there are material considerations which outweigh the Development Plan considerations.

7.2. The following are relevant policy considerations:

7.3 Climate change, sustainable tourism and mitigation

National Planning Framework 4: NPF4 Policy 1 Tackling the climate and nature crises and Policy 2: Climate Mitigation and Adaptation states that “when considering all development proposals significant weight will be given to the global climate and nature crises” and that “development proposals to retrofit measures to existing developments that reduce emissions or support adaptation to climate change will be supported.”

NPF4 Policy 30: Tourism states that “Proposals for tourism related development will take into account:

- iv. Opportunities for sustainable travel and appropriate management of parking and traffic generation and scope for sustaining public transport services particularly in rural areas;*
- v. Opportunities for sustainable travel,*
- vi. measures taken to minimise carbon emissions.*

NPF4 Policy 13 and CDP11/SG11: Sustainable transport

These policies seek to ensure all development is designed and delivered to support and accommodate sustainable and active transport options. SG11 includes details of the standards expected.

Cycle Parking*	Hotels, guest houses and bed and breakfasts - Minimum standard is one space per 10 beds.
Vehicle Parking	Hotels, Guest Houses and Bed and Breakfasts Maximum 1 space per 2 bedrooms in high accessibility areas.

* With the growth in cycle tourism, it is important that, wherever possible, hotels, guest houses and bed and breakfasts provide for *safe, secure, well-designed and sheltered on-site cycle parking, even where no on-site car parking is to be provided*. Where basement or secure, on-site outdoor space isn't available, provision should be made for storage space on the ground floor or other suitable location within the building.

CDP 10 & SG 10: Meeting Housing Needs also requires an applicant "can demonstrate there will be no adverse impact on traffic congestion and parking"

Committee should note that:

- While no parking provision stated for 'aparthotels', it would be reasonable to apply similar policies for guest houses.
- The area has a high public transport accessibility and is within walking distance of a town centre.
- According to site plans, there are seven beds over seven apartments. Therefore, a minimum 1 cycle parking space and 4 parking spaces are required. Cycle parking must be safe, secure and sheltered.
- No dedicated car parking spaces are provided.
- Cycle parking is proposed, but it is not considered sheltered and the site plan lacks detail to make an adequate assessment, contrary to policy.
- The community council and neighbouring residents voiced objections in relation to the development on the grounds of a lack of parking arrangements.

Committee should consider whether:

- The proposal will have a positive effect on the climate crisis?
- The climate crisis and climate mitigation has been sufficiently considered in this proposal?
- The cycle parking provision is acceptable in this case, and meets the criteria of being secure, safe and sheltered?
- The car parking provision is acceptable in this instance, despite comments from neighbouring residents?

7.4 Residential Amenity

General Principles (Residential Character)

NPF4 Policy 30: Tourism

b) Proposals for tourism related development will take into account:

- iii. *Impacts on communities, for example by hindering the provision of homes and services for local people;*

e) Development proposals for the reuse of existing buildings for short term holiday letting will not be supported where the proposal will result in:

- i. An unacceptable impact on local amenity or the character of a neighbourhood or area; or
- ii. The loss of residential accommodation where such loss is not outweighed by demonstrable local economic benefits.

CDP 10 & SG 10: Meeting Housing Needs aims to ensure that the City's growing and diverse population has access to a choice of housing of appropriate quality and affordability across all tenures. The Policy is supported by supplementary guidance, in this instance SG10 which states that proposals requiring planning permission for short-stay accommodation must be considered against key criteria for tourist accommodation in Section 4.

Key Criteria – Locational

4.5 The Council will generally support tourist accommodation:

- a) in locations with active travel routes and a frequent public transport service and with high accessibility;
- b) in locations with good access to shops and services, where these are not provided on site;
- c) that can demonstrate that it will not place additional pressure on local amenities and facilities;
- d) that can demonstrate there will be no adverse impact on the character and amenity of the area;
- e) that can demonstrate there will be no adverse impact on traffic congestion and parking; and
- f) that meets the relevant criteria in Section 4A or 4B, where appropriate.

Key Criteria – Design and Amenity Space

4.6 Proposals for tourist accommodation will generally be supported where:

- a) it is of a size and scale in keeping with the surrounding environment;
- b) it does not introduce an incongruous or visibly intrusive addition to the surrounding area;
- c) it does not result in unacceptable intensification of activity, particularly in a predominantly residential building or area;
- d) a Management Plan for the development is provided, to the complete satisfaction of the Planning Authority (see Paragraph 4.8 below); and
- e) it meets the relevant criteria in Section 4A or 4B, where appropriate.

Supporting Information

4.8 A Management Plan will be required to support proposals for tourist accommodation. It shall include the following information:

- a) Maintenance arrangements, including frequency of cleaning and laundry;
- b) Access arrangements for servicing and deliveries;
- c) Access arrangements for guests;

- d
-) Arrangements for storage and disposal of waste; and
- e) On-site management arrangements.

Section 4B Short-stay Accommodation

- 4.12 FLATS – Residential flats do not fall within Use Class 9 and are defined as Sui Generis (outwith a specific Use Class). This status reflects the fact that a flat within a block containing residential properties forms a different context given that it has shared circulation and amenity spaces, and horizontal as well as vertical separation. The use of a flat as short-stay accommodation, therefore, has the potential to result in conflict with mainstream residential flats in a block through regular influx of temporary residents as well as increased pressure on infrastructure and shared space. Evidence has shown that amenity issues can arise through the introduction of short-stay accommodation and illustrates the need to effectively control the activity taking place. On this basis, a flat being used as short-stay accommodation is considered differently to a house.

Committee should note that:

- The area is predominantly residential in character, and there is a residential unit above, though this is accessible through a different entrance.
- Regarding key criteria around design (see 4.6 b) The residence is visibly a serviced apartments, with “S&H Apartments” written above the doorway. No advertising consent has been granted for this
- The management plan provides access, maintenance, laundry and waste disposal arrangements. These are deemed insufficient due to the lack of adequate cycle parking for staff, restrictive access arrangements (2pm – 5pm) and evidence of a lack of adoption of the waste management plan on site.

Committee should consider whether:

- Design and amenity space has been sufficiently considered in this proposal?
- The management plan sufficiently resolves potential amenity loss for residents?

Waste Management

NPF4 Zero waste

Aims to encourage, promote and facilitate development that is consistent with the waste hierarchy.

c) Development proposals that are likely to generate waste when operational, including residential, commercial, and industrial properties, will set out how much waste the proposal is expected to generate and how it will be managed including:

- i. provision to maximise waste reduction and waste separation at source, and

ii. measures to minimise the cross-contamination of materials, through appropriate segregation and storage of waste; convenient access for the collection of waste; and recycling and localised waste management facilities.

Committee should note that:

- The management plan states that “All refuse is removed from the premises on a weekly basis by Envva. If the waste becomes excessive, we have the option to ask the waste disposal company for a more regular pick-up from Envva. We are dedicated to providing sustainability and environmentally aware practises, seeking to reduce our environmental impact through programmes such as energy saving, waste reduction, and responsible procurement.”
- The site plans indicate space for 5 bins over 7 apartments. Bin capacity was not stated. Upon site inspection, it was clear that domestic waste were being used.

Committee should consider whether:

- The waste management plan is consistent with council policy?

Noise

NPF4 Policy 23 – Health and Safety states that “development proposals that are likely to raise unacceptable noise issues will not be supported.”

Committee should note that:

- In research by Scottish Government: ‘short-term lets – impact on communities: research’ 2019, such flats were considered to lead to increased noise, litter, waste and loss of amenity.

Committee should consider whether:

- the amenity of the neighbouring residents has been sufficiently considered in this proposal?
- the noise impact of the proposal could cause disamenity to neighbours?

Privacy

CDP10 & SG10 Meeting Housing Need

- 4.16 a) To protect residential amenity planning permission will not be granted for a change of use from a residential flat to a short-stay accommodation within existing blocks of residential flats, resulting in a mix of mainstream residential flats and short-stay accommodation within a single building sharing a means of access

Committee should note:

- Guests would continue to be able to access the shared court of the neighbouring property.

- The nature of short stay accommodation will entail an increase in the intensity of use, which could impact neighbouring residents.
- There is clear evidence of the property being let above the stated 7-bedrooms.

Committee should consider whether:

- The loss of residential privacy, contrary to policy, can be overlooked in this instance?

7.5 Placemaking standards

Design

NPF4 Policy 14. Design, Quality and Place

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

Connected: Supporting well connected networks that make moving around easy and reduce car dependency

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.

Economic benefit

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

There is a presumption against granting planning permission for commercial uses of dwelling houses, including flats. In residential areas scrutiny must be given to townscape, alterations to property, traffic, access and servicing, parking, noise or other environmental considerations could adversely affect local amenity or safety, see also SG1 - Placemaking, Part 1, Qualities of Place - Legibility and Safety. The test will be the preservation or enhancement of residential amenity and the environment.

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.*

Committee should note:

- Guests would continue to be able to access the shared court of the neighbouring property.

Committee should consider whether:

- the loss of a HMO dwelling would be outweighed by the economic benefit to the city?

8 COMMITTEE DECISION

8.1 The options available to the Committee are:

- a. Grant planning permission, with or without conditions;
- b. Refuse planning permission; or
- c. Continue the application for further information.

8.2 *Section 43A(12)(a) of the Town and Country Planning (Scotland) Act 1997* requires that reasoning behind why the local review body has been decided be supplied in the decision notice. Should committee be minded to grant planning permission, material considerations that justify a departure from the plan would require to be identified.

8 Policy and Resource Implications

Resource Implications:

Financial: n/a

Legal: n/a

Personnel: n/a

Procurement: n/a

Council Strategic Plan: n/a

Equality and Socio-Economic Impacts:

Does the proposal support the Council's Equality Outcomes 2021-25? Please specify. n/a

What are the potential equality impacts as a result of this report? no significant impact

Please highlight if the policy/proposal n/a

*will help address
socio-economic
disadvantage.*

Climate Impacts:

*Does the proposal n/a
support any Climate
Plan actions? Please
specify:*

*What are the n/a
potential climate
impacts as a result of
this proposal?*

*Will the proposal n/a
contribute to
Glasgow's net zero
carbon target?*

**Privacy and Data
Protection Impacts:**

Are there any potential
data protection impacts
as a result of this report
N

If Yes, please confirm that
a Data Protection Impact
Assessment (DPIA) has
been carried out

9 Recommendations

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