

Report of Handling for Application 26/00505/FUL

Item 3
22nd September 2026

ADDRESS:	Unit 11 120 Stepps Road Glasgow G33 3NQ
PROPOSAL:	Use of office building as place of worship/church (Class 10).

DATE OF ADVERT:	No advert required.
NO OF REPRESENTATIONS AND SUMMARY OF ISSUES RAISED	19 neighbour notification letters were issued and the application was included in the Weekly List of Applications. 4 objections were received and raised the following material planning considerations: • Exacerbate traffic congestion and concerns over traffic and pedestrian safety. • Insufficient parking provision for the increase in visitors to the unit. • Concerns over compatibility of the proposed use with other existing industrial uses within the estate (e.g. HGV movements, increased usage of general public (including children/young people) in the industrial estate leading to health and safety concerns). • Impact of the proposal on the existing industrial amenity and operations of the estate. Comment: The grounds for refusal of this application are outlined in sections below.
PARTIES CONSULTED AND RESPONSES	NONE.
PRE-APPLICATION COMMENTS	No pre-application discussions recorded.

EIA - MAIN ISSUES	NONE
CONSERVATION (NATURAL HABITATS ETC) REGS 1994 – MAIN ISSUES	NOT APPLICABLE
DESIGN OR DESIGN/ACCESS STATEMENT – MAIN ISSUES	NOT APPLICABLE
IMPACT/POTENTIAL IMPACT STATEMENTS – MAIN ISSUES	NOT APPLICABLE
S75 AGREEMENT SUMMARY	NOT APPLICABLE
DETAILS OF DIRECTION UNDER REGS 30/31/32	NOT APPLICABLE
NPF4 POLICIES	National Planning Framework 4 was adopted on 13th February 2023 and is the national spatial strategy for Scotland. Glasgow City Council, as planning authority, must assess all proposed development against its policies. The following policies are considered to be relevant to this application: • Policy 1: Tackling the climate and nature crises

	• Policy 2: Climate Mitigation and Adaptation • Policy 13: Sustainable Transport • Policy 14: Design quality and place • Policy 26: Business and Industry
CITY DEVELOPMENT PLAN POLICIES	The following policies (CDP) and associated supplementary guidance (SG) are considered to be relevant to this application: • CDP1 & SG1: The Placemaking Principle • CDP3 & IPG3: Economic Development • CDP11 & SG11: Sustainable Transport
OTHER MATERIAL CONSIDERATIONS	The application site is located within an Area of Citywide Economic Importance and is located within a Below Base Area for public transport.
REASON FOR DECISION	The proposal was not considered to be in accordance with NPF4 policies and the Development Plan and there were no material considerations which outweighed the proposal's variance with NPF4 policies and the Development Plan.

Comments	
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Planning History	Development Management			
	Ref	Proposal	Decision Issued	Decision
	26/00505/FUL	Use of office building as place of worship/church (Class 10).		PCO
Site Visits (Dates)	Application determined using Google maps and drawings provided.			
Siting	The application site is an existing two storey vacant office unit which occupies the corner of Consett Street and Consett Lane. The application site is located within the Queenslie Industrial Estate within Ward 20- Baillieston. The Industrial Estate contains a range of existing Class 4, 5 and 6 uses and there are some residential dwellings on the west side of Stepps Road.			
Design and Materials	The proposal is for the use of the vacant office building as a church/place of worship. The proposal will utilise the ground of the building for the worship hall, toilets, kitchen and main entrance. Currently, the church operates within the first floor of the office building. No external alterations to the building are proposed. The applicant has confirmed that the worship hall will accommodate 100 people (adults and children)however, the floor plan outlines spaces for around 120 people. The first floor will include a two class rooms, two office, toilets and teens/young persons church. The proposal will operate; Sunday 10:30am-1:15pm, Wednesday 6pm-7pm and Saturday 12:30pm-8pm. There are two existing parking spaces to the side of the building that the applicant will utilise for the proposal. The applicant has also proposed to install a disabled parking space and 3 additional bays to the east side of the building (this space currently occupies a large service door which is assumed was utilised by the previous business occupying the unit). Bin stores are located at the rear of the building. The applicant has proposed to erect signage at the main entrance and the rear door of the building advertising the church. The applicant would require to apply for Advertisement Consent for the signage.			
Daylight	NOT APPLICABLE			
Aspect	The main entrance to the church would be taken from the west elevation.			
Privacy	NOT APPLICABLE			
Adjacent Levels	There is a stepped access to the main entrance of the building as the levels increase from west to east.			

Landscaping (Including Garden Ground)	NOT APPLICABLE.
Access and Parking	The applicant has proposed to provide 3 additional parking spaces and 1 disabled parking space at the rear of the building. There are two existing car parking spaces at the front (west) of the building. On-street parking is available within the industrial estate.
Site Constraints	The application site is located within an Area of Citywide Economic Importance and is located within a Below Base Area for public transport.
Other Comments	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. 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; and b) whether any other material considerations (including objections) have been satisfactorily addressed. In respect of a), the Development Plan comprises of National Planning Framework 4 (NPF4) adopted 13th February 2023 and the Glasgow City Development Plan adopted on 29th March 2017. National Planning Framework 4 • Policy 1: Tackling the climate and nature crises • Policy 2: Climate Mitigation and Adaptation • Policy 13: Sustainable Transport • Policy 14: Design quality and place • Policy 26: Business and Industry Policies 1 and 2 intend to encourage, promote and facilitate development that addresses the global climate emergency and nature crises and that minimises and adapts to the current and future impacts of climate change. Comment: The proposal will result in bringing a vacant business unit back into use however, there are serious concerns as to the compatibility of the proposed use in this location. Policy 9 states that development proposals that will result in the sustainable reuse of brownfield land including vacant and derelict land and buildings, whether permanent or temporary will be supported. Comment: The proposal will result in the reuse of a vacant business unit however; there are serious concerns over the proposed use of this building and if it is in the right location given that it is a considerable distance from residential dwellings and it is within a Below Base Accessibility area for public transport. Policy 13 states that development proposals for significant travel generating uses will not be supported in locations which would increase reliance on the private car, taking into account the specific characteristics of the area. Comment: The proposal is located within an area with limited access to public transport links and therefore, it is assumed that people visiting the proposal will be heavily reliant on their cars. The applicant has provided a small number of additional spaces and there is the opportunity for on-street parking, however given the number of people expected to visit the building, it is considered that the proposal will negatively impact on the existing parking and road network in the industrial estate. The proposal does not comply with this policy.

Policy 14 states:

'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 application site is located within a busy and large scale industrial estate which contains a range of Class 4, 5 and 6 uses. These uses can require large vehicle movement and movement of large items within the industrial estate. The applicant has confirmed that the proposal expects around 100 people (adults and children) to visit the building. The applicant has stated that the church will operate on a Wednesday night and later at night on a Sunday which would be outwith the normal operating hours of the industrial estate.

The character of the industrial estate raises concerns over whether this location is appropriate for a large number of visitors. In particular, the safety of women and children/young people is a serious concern given that there is limited lighting, potentially large vehicles movements, narrow roads with some limited pedestrian walkways (many of the cars parked on the street have parked over the majority of the pavement) and limited wayfinding. This is considered to be particularly concerning during hours of darkness. The applicant has not provided any information which would mitigate these concerns. It is considered that the proposal does not comply with this policy.

The intention of **Policy 26** is to encourage. Promote and facilitate business and industry uses and to enable alternative ways of working such as home working.

Comment: The application site is located within a well-established industrial estate with a number of Class 4, 5 and 6 uses operating within close proximity. It is considered that a Class 10 use would not be compatible with the surrounding uses within the industrial estate and would remove a good quality business unit from the wider market.

City Development Plan

The following policies (CDP) and associated supplementary guidance (SG) are considered relevant to this application:

- **CDP1 & SG1:** The Placemaking Principle
- **CDP3 & IPG3:** Economic Development
- **CDP11 & SG11:** Sustainable Transport

Policy CDP1 is an overarching policy which must be considered for all development proposals to help achieve the key aims of the Glasgow City Development Plan. **CDP1** promotes a design-led approach. **SG1** comprises two parts and part 2 contains detailed assessment criteria for new community facilities.

1.48 New or Replacement Community Facilities- *New Community facilities or extensions to existing facilities, which meet the current and future needs of the local community will be supported provided:*

- a) they are easily accessible by active and sustainable transport modes;*
- b) there is a local need;*
- c) the land and/or building has the capacity and flexibility to accommodate more than one use or activity; and*
- d) the proposal is in line with the key placemaking principles and does not have an adverse impact on townscape character, ecological interests or residential amenity.*

Comment: While the Council are keen to support new community facilities within Glasgow, it is considered that there are serious policy failures with the proposal.

The application site is located within an industrial estate and is within a Below Base Accessibility area for public transport; meaning that public transport links are limited in this area. It is noted that there are some residential dwellings within a 10 minute walk of the application site. The nearest bus stop (with direct links to Glasgow City Centre) is located on Edinburgh Road which is around a 10-15 minute walk from the application site. Bus journeys along this route take around 35-40 minutes. The nearest train station is Shettleston which is around a 35-40 minute walk to the application site. It is considered that the site is not easily accessible by public transport.

The applicant has provided additional car parking spaces, however they have failed to provide cycle parking spaces. Looking at the roads and streets surrounding the building, it is evident that there are no cycle lanes within the industrial estate. It is considered unlikely that visitors would cycle given there is no suitable and safe cycle lanes. Therefore, it is anticipated that most visitors would visit the proposal by car and that the site is not easily accessible by sustainable transport modes.

The applicant has provided background information on the congregation of the church which wish to occupy this building. It is evident from this information that there has been difficulty in finding a suitable venue. No information has been submitted to indicate which parts of Glasgow the congregation would be travelling from or that there is an identified local need for the church in this location.

While the building may be able to accommodate more than one use, it is considered that its location is not compatible with the surrounding established uses of the industrial estate nor is considered an ancillary use to established uses (See IPG 3).

It is considered that the proposal is not inline with the key placemaking principles. In particular, the safety of women and children/young people is a serious concern given that there is limited lighting, potentially large vehicles movements, narrow roads with some limited pedestrian walkways (many of the cars parked on the street have parked over the majority of the pavement) and limited wayfinding. The applicant has not provided any information which would mitigate these concerns.

Given its location and its proposed use (which would lead to a large footfall of visitors to the site), it is considered that the proposal does not comply with CDP1 and SG1.

Policy CDP3 and IPG3 details the following advice for Areas of City Wide Economic Importance (ACWEI) outwith the City Centre:

2.8 The Council will:

- i) safeguard these areas principally to meet the requirements of key economic sectors; and*
- ii) support development proposals within Use Classes 4, 5, 6 and appropriate ancillary uses.*

Alternative Uses

2.13 In order to protect the status of these locations, the Council will:

	i) generally resist uses outwith Classes 4 “Business”, 5 “General Industrial” and 6 “Storage or Distribution” of the Town and Country Planning (Use Classes)(Scotland) Order 1997. <i>2.14 Ancillary facilities that support industrial and business uses may be permitted where they enhance the attraction and sustainability of the area for industrial and business investment. Such facilities should be of a scale that is aimed primarily at meeting the needs of businesses and employees within the EDA.</i> Comment: The application site is located within an industrial estate in an Area of City Wide Economic Importance and the industrial estate predominantly accommodates Class 4, 5 and 6 uses. There have been some ancillary uses granted planning permission however, these ancillary uses have complemented the existing Class 4, 5 and 6 uses. A Class 10 use is not supported through the City Development Plan as an appropriate use for an Area of City Wide Economic Importance. The proposal is for the use of a vacant office to a church/place of worship which is Use Class 10. While the applicant has confirmed that the church would operate outside normal working hours of other businesses in the estate, this is not considered to be a justifiable reason to locate a Class 10 use in this location. Furthermore, it is considered that the proposal would not enhance the attraction and sustainability of the area for industrial and business investment and would not meet the needs of businesses and employees in the industrial estate. The proposal would lead to the loss of good quality office accommodation from the general market. The proposal fails to comply with CDP 3 and IPG3. CDP11 details how the City aims to help improve connectivity and promote more sustainable patterns of transport. SG11 provides detail on cycle provision: <i>For places of worship, 1 space per 10 worshippers.</i> Comment: As per policy, the proposal is not required to provide car parking however, it is noted that the applicant has proposed 3 additional parking bays to the 2 existing parking bays. The applicant has not included any detail within the submitted drawings or in their Planning Statement for cycle provision and therefore, the minimum standard has not been met. Therefore, the proposal does not comply with CDP11 and SG11. Conclusion: On balance, while the proposal would result in the reuse of an existing vacant office building, the principle of a Class 10 use in this location is not supported in policy terms and the proposal presents serious policy failures. Due to its proposed location and its proposed use, it is considered that the proposal is not compatible with the existing established uses in the industrial estate and is not considered an ancillary use. Due to its location, the proposal is not easily accessible by public transport or sustainable travel modes and due to the anticipated number of visitors, the location of the proposal raises safety concerns. Furthermore, the applicant has failed to provide the minimum standard for cycle provision. As outlined in this report, the proposal does not comply with CDP1, SG1, CDP 3, IPG 3, CDP11 and SG11 of the Glasgow City Development Plan and policies 13, 23 and 26 of NPF4. Therefore, refusal is recommended.
Recommendation	Refuse

Date: 15/05/2026	DM Officer	Lorna Bonnes
Date: <u>08/06/2026</u>	DM Manager	Ian Briggs

Reasons for Refusal

01. 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.

02. The proposal is contrary to Policy CDP1 and SG1 and Policy CDP11 and SG11 of the Glasgow City Development Plan, and to Policies 13 and 14 of National Planning Framework 4, in that the site is not readily accessible by sustainable transport, fails to provide the minimum standard of cycle parking, and has not been demonstrated to meet a local need. The proposal would therefore encourage reliance on private car use. Furthermore, its location within an industrial estate, characterised by heavy vehicle movements, limited pedestrian infrastructure and poor natural surveillance, would fail to provide a safe, inclusive and well-connected environment for users, particularly women, children and young people, contrary to the principles of successful placemaking.

03. The proposal was contrary to CDP 3 and IPG3 of the Glasgow City Development Plan and Policy 26 of NPF4 in that the proposed development is not a Class 4 (Business), 5 (General Industrial) or 6 (Storage and Distribution) use and is not considered to be a suitable alternative use that would complement the Queenslie Industrial Estate, an Area of Citywide Economic Importance (ACWEI).

Drawings

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

1. PPPR01 PROPOSED LAYOUTS. Received: 10th March 2026.
2. PPBP01 REV A BLOCK PLAN AS PROPOSED. Received: 20th March 2026.
3. EXLP01 REV A LOCATION PLAN. Received: 24th March 2026.