



Planning Applications Committee

Report by
Executive Director of Neighbourhoods,
Regeneration and Sustainability

Item 2(a)

15th September 2026

Contact: David Drummond Email: david.drummond@glasgow.gov.uk

Application Type Full Planning Permission

Recommendation Refuse

Application	25/02950/FUL	Date Valid	22.12.2025
Site Address	71 Glassford Street Glasgow G1 1BQ		
Proposal	Use of premises as homeless facility (Class 8) to provide a 24 hour accessible facility (retrospective).		
Applicant	The Homeless Project Scotland Mr Colin McInnes 71 Glassford Street Glasgow G1 1UB	Agent	Richard Keating 149 Market Street St Andrews KY16 9PF
Ward No(s)	10, Anderston/City/Yorkhill	Community Council	02_120, Merchant City & Trongate
Conservation Area	Central Conservation Area	Listed	
Advert Type	Affecting a Conservation Area/Listed Building Bad Neighbour Development	Published	30 January 2026

Representations/Consultations

Representations

Following the statutory neighbour notification process and press adverts, a total of 16 representations were received, consisting of 11 objections, 4 in support and 1 neutral comment to the application proposal.

The objectors include local businesses and local residents, and the issues raised can be summarised as:

- Increased presence of public disorder relating to homeless shelter and drink and drug use.
- Use has resulted in members of the public feeling unsafe around this location, particularly at night.
- Not a suitable location for this type of use.
- Detrimental to local shoppers and surrounding businesses.
- No licence for cooking hot food on site and allowed to be taken away.
- No mitigation measures for noise levels associated with use.

- Lack of waste and recycling strategy.
- Proposal details internal queuing, but queues and tents are happening outside the site and impacting on surrounding businesses.
- Lack of robust operational and management control for the homeless shelter.
- Building is not fit for purpose to manage and maintain a 24 hour operation.

The letters of support include representations from local residents, and the comments raised can be summarised as:

- The shelter is a lifeline for the homeless community and the loss would be detrimental to vulnerable individuals.
- Not felt unsafe or seen any problems that were not self-evident prior to the shelter opening.
- Noise and littering already existed prior to shelter opening due to bars and nightclubs.

The neutral comment was submitted by the Merchant City and Trongate Community Council, and the comments raised can be summarised as:

- The Community Council (CC) has urged the Council to find suitable premises which conform to relevant legislation.
- The CC were notified by local businesses and residents that the shelter was operating without the necessary permissions.
- The CC have committed to finding a more sustainable location. Such an approach would ensure safe, dignified provision for those in need whilst protecting public safety and preserving the integrity of the Merchant City.

Consultations

Police Scotland – information received in relation to activity at the application site and in the vicinity.

Site and Description

Site and Context

The application property involves a ground and basement commercial unit within a modern 7-storey building. Above the unit on the upper floors are serviced apartments, with a main access at ground floor level on Glassford Street. The site lies within the Central Conservation Area and the property is not listed. The property lies within Ward 10 – Anderston/City/Yorkhill.

Surrounding the application site are various forms of commercial activity at ground floor level including retail, a hotel, public houses and entertainment uses. To the south of the application site lies a hotel, which occupies the entire building. Immediately north at ground floor is the entrance to short stay apartments that occupy the floors above the application site.

Planning History

21/02632/FUL - Use of vacant ground and basement premises as office. **Grant, subject to conditions**

23/01408/FUL - Use of office premises as public house/nightclub (Sui Generis/Class 11). **Grant, subject to conditions**

24/00009/EN - Alleged breach - Use of ground and basement of office premises for temporary homeless accommodation, ancillary/associated food preparation and heating of food(s) with reception area and associated respite rooms. **Notice Issued**

24/00203/ENFA - Use of ground and basement of office premises for temporary homeless accommodation, ancillary/associated food preparation and heating of food(s) with reception area and associated respite rooms. **Appeal Dismissed**

24/02528/FUL - Use of premises as homeless facility (Class 8) to provide a 24 hour accessible facility (retrospective). **Refused**

Application Proposals

The proposed development (retrospective) is for use of the premises at 71 Glassford Street as a homeless facility (night shelter and soup kitchen) to provide a 24-hour accessible facility providing hot meals and beverages and sleeping accommodation for the night. Planning permission is sought on a temporary basis for up to 5 years.

The unit has been in operation, without the benefit of planning permission, as a homeless shelter run by Homeless Project Scotland (HPS) since November 2023, occupying both ground and basement areas. An Operation Management Statement has been submitted as part of the planning submission detailing how the use operates day to day, as a 24 hour operation.

The entrance to the shelter is on Glassford Street and no physical alterations have taken place to the external appearance of the building, aside from various forms of temporary signage to the frontage.

The proposal details the entrance at street level with a small reception area partitioned off from the remainder of the ground floor. Within the ground floor there is a seating area, a consultation room and office spaces. At the back of the ground floor there are two areas for storage and a room dedicated to waste and recycling. Near the front of the unit there is a kitchen area for the re-heating of food. Toilets and a washing area is also found on this floor.

With stairs leading to the basement which houses the night shelter, the submitted drawings indicate 4 no. rooms equipped with mattresses on the floor to provide sleeping space for 27 individuals. These beds are only available to 9am the following morning and cannot be used as ongoing accommodation.

There is a maximum of 6 staff working within the shelter at any one time, with the minimum being 2.

With regard to the kitchen, the applicant advises that the soup kitchen serves approximately 350 people a day, however only 100 "vulnerable" individuals will sit and eat within the shelter, such as older users. The remainder will be issued a meal to take away. Details set out by the application state that 55,000 meals a month are served by HPS. Food is prepared in a central kitchen within their Broomielaw premises, and then brought to the application site where it is served.

Specified Matters

Schedule 2 of The Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2013 requires the planning register to include information on the processing of each planning application (a Report of Handling) and identifies a range of information that must be included. This obligation is aimed at informing interested parties of factors that might have had a bearing on the processing of the application. Some of the required information relates to consultations and representations that have been received and is provided elsewhere in the Committee Report. The remainder of the information and a response to each of the points to be addressed, consist of the following;

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

i. An Environmental Statement.

Under the EIA regulations the proposal does not constitute a Schedule 1 development. Schedule 2 of the Regulations lists those schemes with applicable thresholds and criteria for which an Environmental Impact Assessment may be required. Under the heading of Infrastructure Projects, 'urban development projects' may require EIA if the site area of the scheme is more than 0.5 hectares.

The proposals do not represent EIA development.

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

The site is not affected by any statutory environmental designations.

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

Not applicable.

- iv. Any report on the impact or potential impact of the proposed development (for example the retail impact, transport impact, noise impact or risk flooding)

The following technical reports were submitted in support of the proposals;

- Operations Management Statement

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

Not applicable.

C. Details of directions by Scottish Ministers under Regulation 30, 31, 32 or 33 of The Town and Country Planning (Development Management Procedure) (Scotland) Regulations or under regulation 5(11) or 45 of the Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2011, details of such direction in respect of that decision.

With regard to the development management regulations, these enable Scottish Ministers to give directions:

- i requiring a planning authority to consult with such authorities, persons or bodies as are specified in the direction before granting or refusing an application (Regulation 30)

Not applicable.

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

Not applicable.

- iii restricting the grant of planning permission (Regulation 32)

Not applicable.

- iv. (a) requiring the Council to consider imposing a condition specified by Scottish Ministers.

Not applicable.

- (b) requiring the Council not to grant planning permission without satisfying Scottish Ministers that the Council has given consideration to the condition and that it will either be imposed or need not be imposed.

Not applicable.

In terms of the EIA regulations, The Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2017 are now in force with the effect that Regulation 5(11) and 45 referred to above are now superseded by Regulation 7(5) and 50 respectively. These regulations allow for Scottish ministers to direct that;

- i. a particular development of a description mentioned in Column 1 of the table in Schedule 2 is EIA development in spite of the fact that none of the conditions contained in sub paragraphs (a) and (b) of the definition of "Schedule 2 development" in regulation 2(1) is satisfied in relation to that development Regulation 7(5).

The Council is satisfied that the proposals in this instance do not represent EIA development.

- ii development which is both of a description set out in Column 1 of the table in schedule 2, and of a class described in the direction, is EIA development for the purposes of these Regulations (Regulation 50).

Not applicable.

Policies

The 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 this application:

Policy 1: Tackling the climate and nature crises

Policy 2: Climate mitigation and adaptation

Policy 12: Zero Waste

Policy 14: Design, Quality and Place

Policy 23: Health and Safety

Policy 27: City, town, local and commercial

The Glasgow City Development Plan (CDP) was adopted on 29 March 2017. The City Development Plan contains two overarching policies: CDP 1 The Placemaking Principle and CDP 2 Sustainable Spatial Strategy, which must be considered in relation to all development proposals. Other policies and associated supplementary guidance provide more details on specific land uses or environments which contribute to meeting the requirements of the overarching policies.

CDP 1 Place Making Principle

CDP 2 Sustainable Spatial Strategy

CDP 3 Economic Development

CDP 4 Network of Centres

CDP 9 Historic Environment

CDP 10 Meeting Housing Needs

SG 1 Placemaking Part 1 and 2

SG 2 City Centre Strategic Development Framework

IPG 3 Economic Development

SG 4 Network of Centres

SG 9 Historic Environment

SG10 Meeting Housing Needs

Assessment and Conclusions

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

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

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

- a) whether the proposal accords with the statutory Development Plan;
- b) whether the proposal preserves or enhances the character or the appearance of the Conservation Area;
- c) whether any other material considerations (including objections) have been satisfactorily addressed.

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

NPF4

Policy 1 Tackling the Climate and Nature Crises is an overarching policy which encourages, promotes and facilitates development that addresses the global climate emergency and nature crises. When considering all development proposals, significant weight will be given to the global climate and nature crises.

Policy 2 Climate Mitigation and Adaptation is another overarching policy which encourages, promotes and facilitates development that minimises emissions and adapts to the current and future impacts of climate change. Developments should be sited and designed to minimise lifecycle greenhouse gas emissions as far as possible and be designed to adapt to current and future risks from climate change.

Comment: In this case, there are no physical alterations proposed and there is no flue or extract equipment required which may impact on emissions. This is also a small-scale development which is bringing vacant space back into active use. Therefore, this proposal is considered to comply with these policies.

Policy 12 Zero Waste aims to ensure that development is consistent with the waste hierarchy.

- a) Development proposals should seek to reduce, reuse, or recycle materials in line with the waste hierarchy;
- b) Development proposals will be supported where they:
 - i) reuse existing buildings and infrastructure;
 - ii) minimise demolition and salvage materials for reuse;
 - iii) minimise waste, reduce pressure on virgin resources and enable building materials, components and products to be disassembled, and reused at the end of their useful life;
 - iv) use materials with the lowest forms of embodied emissions; and use materials that are suitable for reuse with minimal reprocessing.

Comment: It is considered this proposal will generate operational waste. The submitted Operations Management Statement details that food waste and associated waste and recycling will be collected in bins within the building (ground floor) and taken to the street on relevant days for collection.

Policy 14 Design, Quality and Place encourages well designed development that makes successful places by taking a design-led approach and applying the Place Principle. Development proposals will be supported where they are consistent with the six qualities of successful places: healthy; pleasant; connected; distinctive; sustainable; and adaptable.

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.

Development proposals will be supported where they are consistent with the six qualities of successful places, and the following is of direct relevance:

Healthy: Supporting the prioritisation of women's safety and improving physical and mental health.

This is the first of the 6 qualities of place and prescribes:

Designing for:

- *lifelong wellbeing through ensuring spaces, routes and buildings feel safe and welcoming e.g. through passive surveillance and use of physical safety measures.*

The proposed use is considered to be detrimental to the place qualities of the locality by reason of the impact on the perceived safety of walking routes in the vicinity resulting from regular instances of long queues obstructing the footway, and the associated fear of crime and anti-social behaviour evidenced by crime reports during the period of operation. More detail on this evidence and its effects is provided in assessment of other material considerations below.

On this basis of the inconsistency with this element, the proposal is considered contrary to Policy 14.

Policy 23 Health and Safety states that development proposals that are likely to raise unacceptable noise issues will not be supported. The agent of change principle applies to noise sensitive development. A Noise Impact Assessment may be required where the nature of the proposal or its location suggests that significant effects are likely.

Comment: The noise impacts of the proposal are referenced in objections but are considered to be more closely related to anti-social behaviour related to the premises but occurring on the street, which is covered in detail later in this report. There is no noise nuisance from plant or the use itself, within the envelope of the building, and accordingly no direct conflict with Policy 23.

Policy 27 City, town and commercial states that development proposals that enhance and improve the vitality and viability of city, town and local centres, including proposals that increase the mix of uses, will be supported.

Comment: The use does involve an active use within a building that has had a long period of vacancy, therefore, an operation at 71 Glassford Street would support the themes of Policy 27.

City Development Plan

With regards to the Glasgow City Development Plan, the relevant Policy and Supplementary Guidance are listed below.

The City Development Plan contains two overarching policies: CDP 1 The Placemaking Principle and CDP 2 Sustainable Spatial Strategy, which must be considered in relation to all development proposals. Other policies and associated supplementary guidance provide more details on specific land uses or environments which contribute to meeting the requirements of the overarching policies.

The following policies are considered particularly relevant to the application assessment:

Policy CDP 1 The Placemaking Principle and Supplementary Guidance SG 1 The Placemaking Principle

Placemaking is underpinned by a design-led approach to planning. This approach is not restricted to influencing the appearance of a building, street or place; rather it is a holistic approach that considers the area's context and balances the range of interests and opportunities to create multiple interconnected benefits through a collaborative process.

This Policy aims to contribute towards protecting and improving the quality of the environment, improving health and reducing health inequality, making the planning process as inclusive as possible and ensuring that new development attains the highest sustainability levels.

The scope of The Placemaking Principle is intentionally wide to ensure that it becomes embedded in all new development and not just large scale regeneration. Engagement should be proportionate to the development that will take place. This approach will enable Glasgow to ensure that new development contributes towards the creation of new and improved places which are fit for people.

In order to be successful, new development should be design-led, to contribute towards making the City a better and healthier environment to live in and aspire towards the highest standards of design while protecting the City's heritage.

Supplementary Guidance SG 1 'Placemaking' supports the above policy by providing guidance to promote the overarching Placemaking Principle being applied to all development types in the city. This comprises two parts - Part 1 provides the context and approach of Placemaking established in Policy CDP1 and Part 2 contains detailed assessment criteria relating to physical design, which is not considered relevant in this case as no physical works have taken place to the external appearance of the building that require formal assessment.

Part 1 explains the 'placemaking principle' concept and how it will apply to new development in the City, stipulating that the onus will be on developers to fully consider, evaluate and apply the principles of Placemaking to individual schemes, as appropriate. Applicants must be able to show how their proposals meet placemaking requirements and how they have responded to relevant local development plan policies and associated supplementary guidance.

Comment: It is not considered the proposal would have a direct impact on the 'placemaking principle' as the use does involve the occupation of a vacant building, therefore, there is no conflict with this overarching element of policy.

SG1: Placemaking Part 1 & Part 2 Supplementary Guidance 1 (SG1) elaborates on the placemaking principles and includes specific guidance on how developments should address issues such as crime prevention and anti-social behaviour. It encourages developers to design spaces that are safe, welcoming, and discourage behaviours that can lead to public nuisance.

Legibility & Safety

This section of the policy seeks to improve understanding of the urban environment and the individual's perception of safety by requiring development proposals to, inter alia:

- j) Incorporate community safety measures, such as active surveillance, within public realm areas, where appropriate.
- k) Incorporate active frontages, where appropriate, as buildings can provide passive surveillance for open space and active travel routes which can significantly affect people's perceptions of public space in term of enjoyment and safety.
- l) Seek to ensure that safe and accessible environments are created where the fear of crime does not undermine quality of life or community cohesion.

Comment: The proposal as submitted does not provide active or passive surveillance of the public areas adjacent to the entrance to the shelter, nor does it incorporate an active frontage. However, it is acknowledged that the operation has expanded since the submission of the first planning application to include the ground floor of the building and as such could be capable of meeting these requirements during periods of operation.

The above notwithstanding, fear of crime is referenced by this policy, and whilst this is in relation to design matters rather than the associated impacts of a specific use on the surrounding environment, fear of crime is considered to be a material consideration in the assessment of this proposal, as covered later in this report.

The following policies of **SG1** (Part 2) are also relevant:

Community Safety

It is expected that new development will incorporate crime prevention and community safety measures within their layout and design.

Comment: The development does not include effective measures to prevent crime as a material operation requiring planning permission, but this is again recognised to be guidance which more closely relates to the design of developments rather than changes of use which do not involve significant physical alterations.

Overall, the proposal is not considered to directly contravene **CDP 1** or **SG 1**, but the themes discussed above give rise to their further consideration in terms of the wider impacts of the proposed use, beyond the design elements. Community safety and fear of crime are themes which are raised in objections submitted to the proposal and there is further detailed commentary later in this report.

The community and social benefits of the proposal are acknowledged to align with the Placemaking aims of CDP 1 and SG 1 insofar as it contributes to the creation of new and improved places that are fit for people, reinforcing social and community networks. SG 1 states that *places should be accessible and are successfully designed where they can be used by as many people as possible, regardless of background or ability*.

Policy CDP 2 Sustainable Spatial Development and SG 2 Sustainable Spatial Strategy

Policy CDP2 aims to influence the location and form of development to create a compact city form which supports sustainable development. Specifically, CDP2 seeks to support higher residential densities in sustainable locations, in order to make most efficient use of the City's infrastructure and services.

Comment: Given the nature of the proposal involving a change of use to an existing building, the proposed development is not considered to conflict with the aim of this policy. The proposal would involve the reuse of an existing building, therefore, preserving the lifespan of the building.

Policy CDP 3 Economic Development and IPG 3 Economic Development

Policy CDP 3 aims to promote the creation of economic opportunity for all the City's residents and businesses and encourage sustained economic growth. This policy promotes economic growth by directing commercial uses to the city's Economic Development Areas and safeguarding the City's Strategic Economic Investment Areas (SEILs) – with the application site being within the City Centre SEIL. The policy promotes integrating other compatible, employment supporting land uses to Economic Development Areas. It shall ensure Glasgow's vibrancy by reinforcing the role of the City Centre as a primary location for retail, employment, leisure, tourism and evening economy uses. Policy CDP 3 identifies the importance of the higher and further education sector and the importance of expanding the sector's role as a major employer within the City by attracting more students from

outwith Scotland. Supporting the expansion ambitions of the city's universities is of critical importance since they produce the skilled workforce upon which the City's economic success is based.

IPG 3 identifies the key sectors of the City Centre SEIL as business and financial services; green technologies; higher and further education; and the visitor economy. Whilst the city centre is identified as a SEIL, it also has important sub-districts.

The City Centre is a key location for a wealth of retail, commercial, leisure and higher educational uses. All of these sectors and uses create jobs, attract inward investment and provide important economic benefits through agglomeration and clustering. In order to protect and enhance the City Centre's role and status, the Council will assess proposals in accordance with the Strategic Development Framework for the City Centre, as considered above.

Comment: The application site has been the subject of a long period of vacancy prior to the use commencing for Homeless Project Scotland (HPS). Therefore, a new use commencing within the unit on both the ground and basement area is considered to be of benefit for the vibrancy of the local area in terms of an active use at street level. Whilst there are issues relating to the operation and activity around the application site, this matter is not considered to have a direct conflict with the aims of policy CDP 3 and IPG 3.

Policy CDP 4 Network of Centres and SG4 Network of Centres

CDP 4 aims to ensure that all of Glasgow's residents and visitors have good access to a network of centres which are vibrant, multi-functional and sustainable destinations providing a range of goods and services.

To achieve this, the city has a hierarchy of centres, with the City Centre having primacy and servicing the city region, followed by the network of Major Town Centres, Local Town Centres and Other Retail and Commercial Leisure Centres.

SG4 sets out the requirements for the treatment of disposal of cooking odours and waste management disposal for premises serving food and drink.

Assessment Guideline 12: Treatment and Disposal of Cooking/Heating Fumes

Proposals for a food and drink use will only be considered favourably if suitable arrangements for the dispersal of fumes can be provided to the complete satisfaction of the Council.

Comment: The applicant has confirmed that food is cooked off-site (at HPS Broomielaw premises) and transported to the site in sealed containers to be served. Open cooking does not occur on-site and therefore there is no requirement for a flue to manage cooking odours. Based on the current operation it is not considered that there is a conflict with this guideline.

Assessment Guideline 14: Waste Management and Disposal

Proposals for food, drink and entertainment uses will only be considered favourably if suitable arrangements for the management and disposal of waste (including recyclables) can be provided, to the complete satisfaction of the Council. Plans to show details of on-site waste storage facilities will be required.

Comment: The proposal does show details of internal provision for the storage of waste and information on waste being transported to 2 no. large-wheeled bins located on the footway at the entrance to the shelter. This arrangement is considered to be detrimental to the amenity of the street scene and the character and appearance of the surrounding conservation area. However, it is acknowledged that had the proposal been considered acceptable and a positive recommendation made, a more suitable solution could be secured by planning condition.

Policy CDP 9 Historic Environment and SG 9 Historic Environment

CDP 9 aims to ensure the 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/Scottish Historic Environment Policy for the benefit of our own and future generations. The Council will assess the impact of proposed development and support high quality design that respects and complements the character

and appearance of the historic environment and the special architectural or historic interest of its listed buildings, conservation areas, scheduled monuments, archaeology, historic gardens and designed landscapes and their settings. The Council is unlikely to support development that would have a negative impact on the historic environment.

Comment: As the works carried out to the application property did not affect the external appearance of the building, the proposal does not have any impact on the historic environment around the application site and the surrounding Conservation Area. As detailed above, the application property is not listed.

Given no physical works have been carried out externally, the proposal does not conflict with policy CDP 9 and SG 9.

Policy CDP 10 and SG 10 Meeting Housing Needs

This policy provides guidance on the locational and residential amenity implications of development proposals for residential and visitor accommodation. Accordingly, SG10 includes detailed advice and guidance on development of:

- short stay and tourist accommodation;
- purpose-built student accommodation;
- houses in multiple occupancy; and
- care in the community housing.

It is considered that based on the application proposal, 'care in the community housing' is considered relevant and requires formal assessment.

Care in the Community

Where elements of care are associated with a development, the following considerations apply:

3.9 All new development should:

- a) meet placemaking and design standards, as set out in SG1: Placemaking and Design;
- b) provide a mix of accommodation units, where appropriate;
- c) provide high quality indoor and outdoor amenity space;
- d) demonstrate high standards of design and inclusive design;
- e) ensure safe, easy and inclusive access for all people regardless of disability, age or gender, both into the building or site and to local amenities such as shops, community and leisure facilities;
- f) ensure adequate privacy levels are maintained for residents;
- g) demonstrate no adverse impact on the character and amenity of the surrounding area; and
- h) demonstrate that it is compliant with the Care Inspectorate's National Care Standards

From the above: Part (g): The policy requires that new developments must demonstrate no adverse impact on the character and amenity of the surrounding area.

Comment: Whilst the operator has stated that the shelter does not provide care as such, the criteria above are nevertheless considered appropriate to apply to assessing the suitability of the proposal given the related nature of the operation.

The overnight homeless shelter has been linked to significantly increased reports of anti-social behaviour and crime in the locality, reflected in objections submitted to this application and evidenced in Police Crime Reports provided at the request of the Council. These incidents show that the shelter is negatively impacting the surrounding area's character and amenity.

The police crime report was requested from Police Scotland as part of this application, and the previously refused application, 24/02528/FUL. In both cases, it is demonstrated that the incidents can be associated with the application property, therefore, creates a strong conflict with this policy.

The proposal is therefore contrary to **CDP 10** and **SG10**.

With regard to overall assessment part b), as to whether the proposed use of the building would preserve or enhance the character or the appearance of the Conservation Area, it is considered that as the proposal does not involve any physical alterations to the exterior of the building, then there is no detrimental impact to the character of the surrounding Central Conservation Area.

With regards to c), whether any other material considerations have been raised during the application process to outweigh the provisions of the statutory Development Plan, the representations received are summarised and commented on as follows;

Grounds of objection

- Increased presence of public disorder relating to homeless shelter and drink and drug use.

Comment: The impacts of the behaviour of users of the shelter are considered, as concluded in the assessment above, to establish a fear of crime which has a detrimental impact on the character and amenity of the area.

- Use has resulted in members of the public feeling unsafe around this location, particularly at night.

Comment: The impacts of the behaviour of patrons of the shelter are considered, as concluded in the assessment above, to establish a fear of crime which has a detrimental impact on the character and amenity of the area.

- Not a suitable location for this type of use.

Comment: This part of Glassford Street has many active uses and a prominent footfall due to the location within the city centre. The full assessment of the proposed development demonstrates that the characteristics of the use would be incompatible with the local area. Assessing a suitable location for the use was not possible as the operation of Homeless Project Scotland began without the benefit of planning permission.

- Detrimental to local shoppers and surrounding businesses.

Comment: The impacts of the behaviour of patrons of the shelter are considered, as concluded in the assessment above, to establish a fear of crime which has a detrimental impact on the character and amenity of the area.

- No licence for cooking hot food on site and allowed to be taken away.

Comment: The applicant has confirmed that food is cooked off-site (at HPS Broomielaw premises) and transported to the site in sealed containers to be served. Open cooking does not occur on-site and therefore there is no requirement for a flue to manage cooking odours.

- No mitigation measures for noise levels associated with use.

Comment: Noise emanating from within the building and plant noise is not considered to result in nuisance. However, street activity and noise associated with the shelter are considered later in this report in the context of anti-social behaviour.

- Lack of waste and recycling strategy.

Comment: Wheeled bins do appear to be stored on the footway as evidenced by the site visit. This accords with the submitted plans and is not considered to be an appropriate solution as it is detrimental to amenity by way of impact on the vitality of the street scene and the character and appearance of the surrounding conservation area.

- Proposal details internal queuing, but queues and tents are happening outside the site and impacting on surrounding businesses.

Comment: This is noted and whilst in itself is not a material consideration, the impacts of the behaviour of patrons has been assessed in detail elsewhere in this report and are considered to have an unacceptable effect on amenity.

- Lack of robust operational and management control for the homeless shelter.

Comment: An Operations Management Statement has been submitted by the applicant indicated how the use as Homeless Project Scotland operates at 71 Glassford Street.

- Building is not fit for purpose to manage and maintain a 24 hour operation.

Comment: The size of the unit being ground floor and basement, does appear to cause issues relating to queues spilling out onto the street, therefore, having an impact on the character and amenity of the area. The use is not considered appropriate for the location of the building.

Grounds for Support

- The shelter is a lifeline for the homeless community and the loss would be detrimental to vulnerable individuals.

Comment: The housing emergency and challenges of homelessness are recognised as a matter of significant priority for the Council. However, the impacts on the residential and business community of the anti-social behaviour described in in this report are given significant weight in assessing the suitability of the proposal at this location, and on balance are not mitigated by the potential to address the homelessness problem to an extent that they overcome the harmful effects of the fear of crime.

- Not felt unsafe or seen any problems that were not self-evident prior to the shelter opening.

Comment: The overnight homeless shelter has been linked to significantly increased reports of anti-social behaviour and crime in the locality, reflected in objections submitted to this application and evidenced in Police Crime Reports provided at the request of the Council. These incidents show that the shelter is negatively impacting the surrounding area's character and amenity.

- Noise and littering already existed prior to shelter opening due to bars and nightclubs.

Comment: This is noted by the Planning Authority, and the report above has assessed the developments impact on waste management and noise associated with the use.

The neutral comment from the Merchant City and Trongate Community Council does not require a formal comment, but the comments raised have been taken on board as part of the planning and policy assessment.

Conclusion

The development has been linked strongly to an increase in anti-social behaviour and crime in the Glassford Street locality since the commencement of operation in December 2023. The associated fear of crime is considered to be objectively justified by the evidence base and can be related to the use of the site as a homeless shelter given the stark increase in incidents reported since the operation commenced. For consistency, as detailed in the report, the Council has requested a report on incidents from Police Scotland for the purposes of this application, and the previously refused application, 24/02528/FUL.

These details confirm that there have been 274 crimes directly attributed to the shelter since the first complaint was received in January 2024. It has been confirmed that the levels of criminal activity are extremely high and present a significant demand to Police Scotland, a demand that they confirm was not present at this location prior to January 2024.

The increased scope and intensity of the shelter operation since submission of the planning

application is also noted and has continued reports of anti-social behaviour and nuisance to the community and local businesses. This, along with the representations provided demonstrates that there is a reasonable basis for these concerns and that they are directly attributed to the ongoing shelter use.

The community and social benefits of the proposal, and its areas of compliance with the Glasgow City Development Plan are not considered to outweigh the impacts on the local residential and business community of the anti-social behaviour and crime increases recorded, and the resulting elevated fear of crime. These impacts also contribute to the proposal's contravention of NPF4 Policy 14 by way of detriment to the place qualities of the locality with respect to the safety of walking routes, and City Development Plan policy CDP10 and associated Supplementary Guidance SG10 with regard to its impact on the character and amenity of the area.

Taking these factors into account it is considered that planning permission should be refused.

Reasons for Refusal

01. The proposal has resulted in an elevated fear of crime associated with the increase in anti-social behaviour and crime in the locality, as evidenced by Police Scotland incident reporting from periods of 12 months before, and the period after the night shelter commenced operation in December 2023. The resulting fear of crime is considered detrimental to the character and amenity of the surrounding area.
02. The proposal is contrary to NPF 4 Policy 14 - Design, Quality and Place due to the negative impact on the perceived safety of walking routes in the vicinity resulting from regular instances of long queues obstructing the footway.
03. The proposal is contrary to City Development Plan Policy CDP 10 and associated Supplementary Guidance SG10 - Meeting Housing Needs, due to the detrimental impact on the character and amenity of the surrounding area, resulting from fear of crime associated with the increase in anti-social behaviour and crime in the locality since the night shelter commenced operation in December 2023.