



Glasgow City Council

City Administration Committee

**Report by Councillor Ruairi Kelly, City Convener for Housing,
Development, Built Heritage and Land Use**

Item 2

4th December 2025

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**CITY DEVELOPMENT PLAN (CDP) 2 – DEVELOPMENT PLAN SCHEME AND
PROPOSED PLAN**

Purpose of Report:

To update the Committee on production of City Development Plan 2 and for approval of the Development Plan Scheme for 2025.

Recommendations:

The Committee is asked to:

1. Note the contents of this report and the content of the updated Development Plan Scheme for 2025.
2. Approve the updated 2025 Development Plan Scheme for publication on the Council's website.

Ward No(s):

Citywide: ✓

Local member(s) advised: Yes ☐ No X consulted: Yes ☐ No X

1. Introduction

- 1.1. The planning system in Scotland is plan-led. Development planning is required to manage the development and use of land in the long-term public interest. Decisions on planning applications are to be made in accordance with the development plan, unless there are material considerations that indicate otherwise.
- 1.2. The current City Development Plan was adopted in 2017. Ensuring an up-to-date development plan facilitates efficient and effective determination of planning applications, in line with Council policy. City Development Plan 2 (CDP2) will be a corporate document that links planning policy and process with place based outcomes that reflect the Council's strategic objectives. The Scottish Government has requested that planning authorities produce new development plans by May 2028.
- 1.3. Work on producing City Development Plan 2 (CDP2) commenced in 2023. It is anticipated that CDP2 will be adopted in 2027, dependent on external factors, as previously advised. The Council is required to publish a Development Plan Scheme annually updating on timescales. Whilst no change is proposed to the timescale set out in the 2024 Development Plan Scheme, there are a number of risks to the timescale which are noted in this report.
- 1.4. This report was previously noted at Economy, Housing, Transport and Regeneration Committee on [18 November 2024](#).

2. LDP Legislation, Regulations and Guidance

- 2.1. Members will be aware that a new Planning Act was introduced in 2019. This altered the position on many aspects of the various planning procedures including the context for preparing a new City Development Plan. The Scottish Government has set out the requirements for Local Development Plans in the following legislation, policy and guidance. Officers are following the detailed requirements set out in the following documents:
 - Town and Country Planning (Scotland) Act 1997, as [Amended](#) by the Planning (Scotland) Act 2019
 - The Town and Country Planning (Development Planning) (Scotland) [Regulations](#) 2023
 - National Planning Framework 4 ([NPF4](#)) (February 2023) – sets out requirements for Local Development Plans
 - Local development planning [guidance](#) (May 2023) – sets out detailed guidance that should be followed in producing a Local Development Plan.

The diagram below shows the overall development plan process:

CDP2 Stages and Timescale



3. CDP2 Development Plan Scheme

- 3.1. The Council is required to publish an annual Development Plan Scheme to ensure that communities and stakeholders are aware of the process, timetable and opportunities to be involved. Glasgow's City Development Plan team have created a 'storymap' version to sit as a live, visual document that can form the basis for future communication and interaction with the plan process.
- 3.2. The Development Plan Scheme is an important tool that outlines opportunities for collaboration with stakeholders, allowing alignment of Glasgow City Council and other work programmes to support joined-up place investment and activity. The 2025 Development Plan Scheme shares some key messages from the Scottish Government's LDP guidance, which will directly influence the preparation of the next development plan for Glasgow. This includes that LDPs should look 20 years ahead, be developed collaboratively and be based on robust evidence, be place based and people centred, use the Place Standard and an Infrastructure First approach.
- 3.3. The Development Plan Scheme also includes a Participation Statement which outlines the engagement strategy for CDP2. The Local Development Plan guidance places a renewed emphasis on early public engagement, with the intention of encouraging evidence gathering that bridges traditional

plan making, with a more participatory and collaborative process. The 2019 Planning Act created a statutory duty for planning authorities to engage specific groups of society including children and young people. This is expected to encourage more creative ways to engage Glasgow's communities in the plan-making process.

- 3.4. Previous Development Plan Schemes for CDP were approved at:
- City Administration Committee on 30 November 2023 and the full report can be found [here](#).
 - City Administration Committee on 5 December 2024 and the full report can be found [here](#).

4. Gate Check

- 4.1. Following approval of the Evidence Report by the Council in June 2024 ([CAC Report](#)), this was submitted to The Directorate for Planning and Environmental Appeals (DPEA)- Scottish Ministers. The Gate Check decision was issued by DPEA on 19 September 2024, stating that it contained insufficient information to enable the planning authority to prepare its local development plan. Consequently, the evidence report was returned to the council for amendments.
- 4.2. This and the work required was set out in an [EHTR Report](#) in November 2024 and a [CAC Report](#) in December 2024. These reports also set out the need to change the timescales included in the 2023 Development Plan Scheme in publishing the 2024 Development Plan Scheme due to:
- The Gate Check outcome – further work was required to address the matters raised by the Reporters' Recommendations
 - The requirement from the Scottish Government's Chief Reporter to produce a Delivery Programme for the adopted Local Development Plan (CDP 2017 in Glasgow) by 31 March 2025.
 - Outstanding important guidance on elements of the new planning system.

As a result of these matters, the 2024 Development Plan Scheme included an additional three months added to timescales (as compared to the 2023 Development Plan Scheme), and additional text added to provide an explanation.

- 4.3. The Evidence Report was resubmitted to the DPEA on 25 February 2025. The Gate Check decision was issued by DPEA on 3 April 2024 stating that the 'evidence report contains sufficient information to enable the planning authority to prepare its local development plan'. The letter from the DPEA can be found [here](#).

- 4.4. As a result, officers have been fully focused on Proposed Plan work since this time.

5. Proposed Plan and Next Steps

- 5.1. The key stages in the development plan process, as set out in the 2024 Development Plan Scheme, are as follows:

Stage	Requirements	Timescale and Committees
Early Preparation	- Development Plan Scheme/Participation Statement preparation and consultation - Invitation to local communities to prepare Local Place Plans	Complete - EHTR 15 August 2023 - DPS consultation period: 16 August – 27 September 2023 CAC 30 November 2023
Early Engagement and Evidence Report	- Gather and collate evidence - SEA Scoping and set up assessments including equalities - Early Engagement to gather evidence and lived experience - Present Evidence Report to Council	Complete - CDP Working Group (see 5.7) – 28 February 2024 EHTR 23 April 2024 - CDP Working Group – 1 May 2024 CAC 6 June 2024 - Council 27 June 2024
Gate Check	- Submit approved Evidence Report to Scottish Ministers - Submit completed SEA Scoping Report to Scottish Ministers - Publish Evidence Report - Gate Check of evidence report by appointed person(s) - Respond to any requests for further information or hearings - Gatecheck outcome received from DPEA	Complete Gate Check Submitted: 27 June 2024 Decision: 19 September 2024 Re-submission: 25 February 2025 Decision: 3 April 2025 - CDP Working Group – 2 October 2024 EHTR 19 November 2024 CAC 5 December 2024 - CDP Working Group – 5 February 2025
Proposed Plan	- Call for Ideas - Site Assessments - Write / Produce Proposed Plan - Prepare Proposed Delivery Programme - Present Proposed Plan and related documents to Council for approval - Publish Proposed Plan for Representation Period (12-weeks)	Q2 2024 – Q3 2026 - CDP Working Group – 4 June 2025 - CDP Working Group – 27 August 2025 - CDP Working Group – 22 October 2025 EHTR 18 November 2025 - CAC 4 December 2025 – This Report.

Stage	Requirements	Timescale and Committees
Examination	• Prepare summary of unresolved issues • Present to Committee for approval • Submit modified Plan for Examination • Examination • Receive examination report • Modify Proposed Plan (where necessary)	Q3 2026 – Q2 2027 Examination – Length of time determined by DPEA on behalf of Scottish Ministers
Adoption	• CDP2 formally adopted • SEA Post-Adoption Statement published	Q2 2027 – Q3 2027
Delivery	• Delivery Programme published • Delivery of CDP2 policies and sites • Rolling programme of evidence gathering and monitoring • Production of Planning Guidance	Q3 2027 onward

5.2. As noted in paragraph 3.1 the Development Plan Scheme requires an annual update.

5.3. At this stage in the work programme no changes are required to the timetable set out in Development Plan Scheme for 2025 and minor changes are required to the text. The current 2024 Development Plan Scheme can be found at: www.glasgow.gov.uk/CDP2 and will be maintained for 2025 with the following changes:

- Replace section headed Local Place Plan Guidance, with:
Guidance has been produced for community groups in Glasgow interested in creating ~~a~~ [Local Place Plan](#). This is designed to complement the national guidance which has been developed and sets out how the Council might wish to use existing resources to support groups. The website includes the invitation to local communities to prepare Local Place Plans (LPP) and a [pre-enquiry](#) form for groups to register their interest to the Council. Communities were required to register their intention to produce a LPP by December 2023 and produce the LPP by Spring 2025 for potential inclusion in the CDP2.

The Scottish Government Local Development Planning Guidance states: "Community bodies can prepare LPPs (Local Place Plans) for their area at any time, including in advance of the invitation to do so. However they should be aware that outwith the timeframe provided by the planning authority in the invitation the assistance for the preparation of them may not be available and the opportunity to be taken into account in preparing the LDP (Local Development Plan) will diminish as work to prepare the plan progresses."

As such Glasgow City Council welcomes LPPs at any time and will endeavour to take the LPP into account in the relevant City Development Plan (CDP) (the LDP for Glasgow), subject to the stage

in preparing the CDP, content of the LPP and resources. Community bodies are encouraged to work with the Planning Service to discuss their LPP timetable and emerging contents, including how the LPP can be reflected in CDP2 or future work on CDP2/3. In addition, LPPs will continue to be a material consideration in the planning application process.

- Delete/update the section on Supplementary Guidance to reflect that all Supplementary Guidance associated with CDP 2017 is now complete. As such the guidance completed in 2024 and SDFs/LDFs no longer needs highlighting.
- The section headed Current Local Development Plan Stage: Gatecheck requires updating to reflect the contents of this report.
- The tense requires changing in the Participation Statement to reflect stages that have now been completed i.e. the call for ideas.

5.4. The Development Plan Scheme notes that the timescales it includes may change. This reflects that the process for producing City Development Plan 2 is a new process with a range of new requirements planning authorities need to meet, as such it will require a period of time to bed in nationally. The Development Plan Scheme also notes that the Scottish Government oversees the Gatecheck and Examination stages and that timescales for these processes could change. Lastly it notes that the Planning (Scotland) Act 2019 requires key stages of the LDP process to go to full Council, which for Glasgow City Council is in addition to City Administration Committee. This may affect overall delivery timescales; however agreement can be sought with relevant Convenors as the process progresses to minimise this timescale.

5.5. Going forward, the following risks are also noted that are being considered as part of project management of the Proposed Plan:

- Guidance on elements of the new planning system, such as the Transport Appraisal and open space strategies, continues to be published. These are required to ensure the Proposed Plan meets legislative and Scottish Government expectations.
- Key processes are now progressing with Glasgow stakeholders, such as the Transport Appraisal and Strategic Flood Risk Assessment. These require completion for the Proposed Plan to be completed.

In general, ongoing action is being taken by officers to mitigate risks arising from the work programme including regular engagement with key stakeholders and management of resources.

5.6. The following work is underway in producing the Proposed Plan:

- Development of a structure for the Proposed Plan.

- Development of the spatial strategy for the Plan.
- Appraisal of sites for allocation in the Proposed Plan.
- Drafting of Place Policies and Topic Policies that will form most of the content of the Plan.
- Strategic Environmental Assessment.
- Cross service working in drafting the Proposed Plan.

5.7. Updates on this work programme will be taken to the Economy, Housing, Transport, Regeneration City Policy Committee Working Group – City Development Plan 2 (noted as CDP Working Group in the table at paragraph 5.1) and any changes required to the Development Plan Scheme for 2026 will be considered. There are also a number of policy areas where decisions will be required as to the final policy content of CDP2. These decisions will be made taking into account the Evidence Report, the Call for Sites and Ideas, ongoing collaborative working with stakeholders in line with the Development Plan Scheme Participation Statement and through discussion with the CDP Elected Members Working Group.

2 Policy and Resource Implications

Resource Implications:

Financial: None at this stage in the CDP2 process.

Legal: CDP2 is being prepared in line with the Town and Country Planning (Scotland) Act 1997, as Amended by the Planning (Scotland) Act 2019

Personnel: The lead responsibility for preparing CDP2 lies with the Development Plan team within NRS Planning. A full range of Council Services, as well as Glasgow Life and City Property, will continue to be involved in producing CDP2.

Procurement: No procurement issues have been identified.

Council Strategic Plan: CDP2 has a role to play in all of the Grand Challenges. CDP2 will specifically contribute towards a range of commitments relating to planning:

- GC2, M2 - Work with the Scottish Government to deliver the Clyde Mission, focused on transforming vacant and derelict land and investing in communities along the Clyde, and ensure a focus on

climate adaptation and community wealth building in Clydeside regeneration.

- GC3, M1 - Ensure planning policy supports development in areas with good links to the public transport system and active travel routes.
- GC3, M2 - Promote and secure investment for the establishment of district heating networks throughout the city and develop planning policy to promote district heating in new build developments.
- GC3, M2 - Deliver sustainable urban drainage and promote nature-based solutions to manage flooding and pollution. Via planning policy, require all new development/infrastructure to deliver flood risk net gain.
- GC3, M2 - Review planning and housing policy to improve energy efficiency standards, including through the building of Net zero/ Passive house standard development, and increase the development of large family housing/accessible housing.
- GC3, M2 - Increase the number of designated Local Nature Reserves in the city in collaboration with communities and support the development of a green network of areas managed for biodiversity across the city.
- GC3, M2 - Ensure planning policy meets the challenge of the climate emergency, and supports nature promotion and biodiversity through interventions such as bee bricks, swift bricks, green roofs and roof gardens, encouraging hedgerows.
- GC3, M2 - Embed the principles of the Climate Adaptation Plan via planning policy, such as by limiting the paving-over of gardens and installation of artificial grass.
- GC3, M2 - Develop planning policy to address embedded carbon in buildings, and seek ways to improve the viability of reuse and retrofit options, so there is reduced need for demolitions.

- GC3, M2 - Continue work to reduce Vacant and Derelict Land, prioritising brownfield sites for development and ensuring adequate protection for Green Belt and designated Open Space.
- GC3, M2 - Develop and review planning policy to deal with development models such as co-living, Build to Rent and purpose-built student accommodations in order to address issues of affordability and access to home ownership with a view to ensuring standards and supporting the maintenance of balanced communities with a variety of tenures.
- GC3, M2 - Develop planning policy around amenity and play spaces in residential developments.
- GC4, M1 - Deliver a new City Development Plan with attention to sustainability, inclusivity, accessibility, biodiversity, and climate resilience.
- GC4, M1 - Increase our focus on digital masterplanning, to ensure that access to digital connectivity is considered and advanced throughout the planning process.
- GC4, M1 - Develop an Affordable Housing Policy for the city to require a proportion of affordable housing in new developments, prioritise public land for affordable housing and increase affordable housing in higher land-value areas such as the city centre.
- GC4, M2 - Embed gender equality into council impact assessments, budgets, data collecting and strategies, including, but not limited to, the new City Development Plan. Ensure approaches are intersectional and incorporate women's lived experience.

Equality and Socio-Economic Impacts:

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

An Equalities Impact Assessment has been produced to accompany CDP2 and was submitted as part of the report for [CAC on 6 June 2024](#). This includes the range of engagement that has been carried out with equalities groups.

What are the potential equality impacts as a result of this report?

As CDP2 is at an early stage in the process and no policy has been produced as yet, this will be required to be determined at a later stage. However, the intention is that CDP2 will set out a development plan in the long-term interest of all equalities groups.

Please highlight if the policy/proposal will help address socio-economic disadvantage.

As CDP2 is at an early stage in the process and no policy has been produced as yet, this will be required to be determined at a later stage. However, the intention is that CDP2 will set out a development plan in the long-term interest of reducing socio-economic disadvantage.

Climate Impacts:

Does the proposal support any Climate Plan actions? Please specify:

The Evidence Report includes a section on Climate Change Mitigation and Adaption and details the Climate Plan actions CDP2 will support. This was submitted as part of the report for [CAC on 6 June 2024](#).

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

CDP2 is required to, by National Planning Framework 4, 'must address the global climate emergency and nature crisis by ensuring the spatial strategy will reduce emissions and adapt to current and future risks of climate change by promoting nature recovery and restoration in the area'. As such the Evidence Report includes a section on Climate Change Mitigation and Adaption which details the requirements for CDP2 in order to address climate impacts.

Will the proposal contribute to Glasgow's net zero carbon target?

As noted, the intention is that CDP2 will contribute to Glasgow's net zero carbon target.

Privacy and Data Protection Impacts:

Are there any potential data protection impacts

The Early Engagement process was designed not to collect any personal data. The Call for

as a result of this report
Y/N

Sites requires personal data and the use of this data is set out in the Call for Sites and Call for Ideas.

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

3 Recommendations

The Committee is asked to:

1. Note the contents of this report and the content of the updated Development Plan Scheme for 2025.
2. Approve the updated 2025 Development Plan Scheme for publication on the Council's website.