



Glasgow City Council

City Administration Committee

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

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CITY DEVELOPMENT PLAN (CDP) 2 – PROPOSED PLAN

Purpose of Report:

To provide the Proposed Plan and Proposed Delivery Programme for approval by City Administration Committee and set out the background documents and next steps in the City Development Plan 2 process.

Recommendations:

The Committee is asked to:

- Approve the City Development Plan 2 Proposed Plan and Proposed Delivery Programme.
- Note the subsequent stages of the City Development Plan 2 process, namely the Representation Period and Examination.

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 in the Council's approved [Development Plan Scheme](#).

2. LDP Legislation, Regulations and Guidance

- 2.1. Members are reminded 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.
- 3.2. The Development Plan Scheme was approved at City Administration Committee on 4 December 2025 and the full report can be found [here](#). The Development Plan Scheme can be found at: www.glasgow.gov.uk/CDP2
- 3.3. The key stages in the development plan process are as follows:

Stage	Requirements	Timescale and Committees
Early Preparation	<ul style="list-style-type: none"> Development Plan Scheme/Participation Statement preparation and consultation Invitation to local communities to prepare Local Place Plans 	Complete <ul style="list-style-type: none"> EHTR 15 August 2023 DPS consultation period: 16 August – 27 September 2023 CAC 30 November 2023
Early Engagement and Evidence Report	<ul style="list-style-type: none"> Gather and collate evidence SEA Scoping and set up assessments including equalities Early Engagement to gather evidence and lived experience 	Complete <ul style="list-style-type: none"> CDP Working Group (see 5.7) – 28 February 2024 EHTR 23 April 2024 CDP Working Group – 1 May 2024 CAC 6 June 2024

Stage	Requirements	Timescale and Committees
	<ul style="list-style-type: none"> Present Evidence Report to Council 	<ul style="list-style-type: none"> Council 27 June 2024
Gate Check	<ul style="list-style-type: none"> 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 Planning and Environmental Appeals Division (DPEA) 	<p>Complete</p> <p>Gate Check Submitted: 27 June 2024 Decision: 19 September 2024 Re-submission: 25 February 2025 Decision: 3 April 2025</p> <ul style="list-style-type: none"> CDP Working Group – 2 October 2024 EHTR 19 November 2024 CAC 5 December 2024 CDP Working Group – 5 February 2025
Proposed Plan	<ul style="list-style-type: none"> Call for Ideas Site Assessments Write / Produce Proposed Plan Prepare Proposed Delivery Programme Present Proposed Plan and Proposed Delivery Programme to full Council for approval Publish Proposed Plan for Representation Period (12-weeks) 	<p>Q2 2024 – Q3 2026</p> <ul style="list-style-type: none"> 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 CDP Working Group – 21 January 2026 CDP Working Group – 18 March 2026 EHTR 18 May 2026 <i>CAC 4 June 2026 – This Report</i> <i>Full Council 25 June 2026</i>
Examination	<ul style="list-style-type: none"> Produce Modification Report. Prepare summary of unresolved issues Submit modified Plan for Examination Examination Receive examination report Modify Proposed Plan (where necessary) 	<p>Q3 2026 – Q2 2027</p> <p>Examination – Length of time determined by DPEA on behalf of Scottish Ministers</p>
Adoption	<ul style="list-style-type: none"> CDP2 formally adopted by full Council SEA Post-Adoption Statement published 	<p>Q2 2027 – Q3 2027</p>
Delivery	<ul style="list-style-type: none"> Delivery Programme approved by Full Council and published Delivery of CDP2 policies and sites 	<p>Q3 2027 onward</p>

Stage	Requirements	Timescale and Committees
	<ul style="list-style-type: none"> • Rolling programme of evidence gathering and monitoring • Production of Planning Guidance 	

4. Approval of Proposed Plan

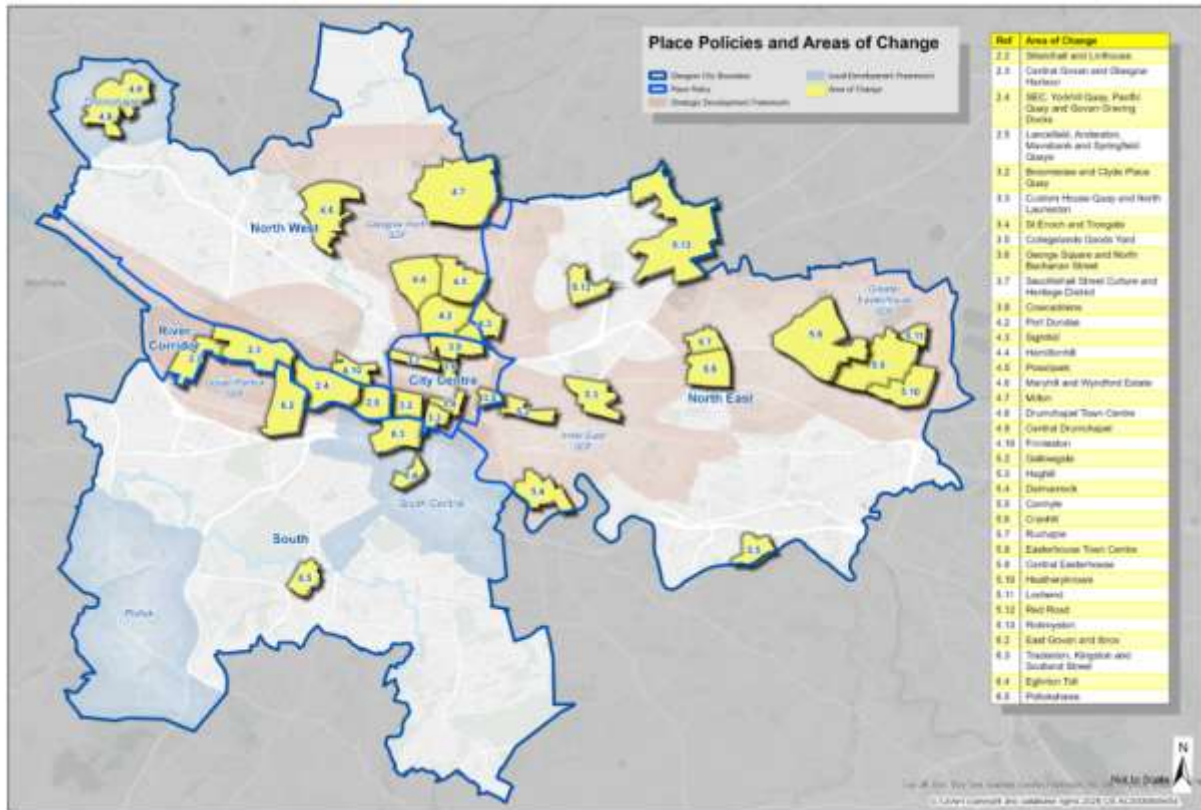
- 4.1. This report presents the Proposed Plan and Delivery Programme to CAC for approval, supported by a set of Background Reports. The Proposed Plan and Delivery Programme have been considered with background documents by Economy, Housing, Transport and Regeneration Committee on [18 May 2026](#). Minor and technical amendments have been made to the documents as a result of further checks.
- 4.2. Legislation requires that the Proposed Plan and Proposed Delivery Programme must be approved by the full Council before being published for consultation. As such, following CAC the Proposed Plan and Proposed Delivery Programme will be referred for approval at full Council on 25 June 2026.

5. Proposed Plan

- 5.1. The Proposed Plan is a significant milestone in the CDP2 process. It sets out the Plan as proposed by the Council, prior to consultation via the Representation Period.
- 5.2. The Scottish Government's Local Development Planning Guidance states that the 'Proposed Plan should identify where new development should take place and where it should not. It can articulate the ambitions and priorities for the future development of the plan area. It should support coordination of development and service provision. An Infrastructure First approach should inform its preparation and support its delivery'.
- 5.3. City Development Plan 2, Glasgow's Local Development Plan, sets out the strategy for the regeneration and development of the city alongside the protection of Glasgow's natural and historic environment. It sets out a clear 10-year planning framework for the City, including a spatial strategy, proposals for the future use of land and infrastructure and policy for determining planning applications. City Development Plan 2:
- Provides an overarching strategy for a coordinated approach to developing Glasgow.
 - Provides a clear direction and framework for change across the city - explaining where development should and should not happen - to provide certainty and support efficient decision making.
 - Shapes our great city as a place people want to live, work, visit, and invest in.
 - Sets out policy to ensure high quality, bold and innovative design.

- Is focused on deliverability – it responds to Glasgow’s challenges and recognises the need for a long-term development timeframe.
- 5.4. Local development plans are to set out a spatial strategy. A spatial strategy is a long-term framework for development and regeneration across the city. It guides how land and space should be used, developed and protected to deliver successful places over a 20-year period. It reflects the infrastructure available, planned or needed to support development.
- 5.5. The spatial strategy for Glasgow is set out in Policy 1. Spatial Strategy. The Spatial Strategy includes three spatial outcomes for the city and a series of spatial objectives to deliver these outcomes. Overall it is setting out a development and regeneration strategy which is focused on:
- Sustainable Glasgow: A nature network for Glasgow with priority areas for expansion in the City Centre and along the River Clyde corridor, public transport improvement on key corridors and active travel improvements connecting inner urban areas of Glasgow and linking to existing and proposed arterial active travel routes, the City Centre and the National Cycle Network.
 - Liveable Glasgow: 36 Areas of Change across the city, delivery of land for over 30,000 homes with high housing growth along the River Clyde corridor, north and north east Glasgow, reuse of brownfield land and a River Park along the banks of the River Clyde.
 - Productive Glasgow: Economic Development Areas as a focus for business growth and innovation, town centres to provide services and retail across the city, town centre regeneration proposals in the City Centre, Drumchapel, Easterhouse, Shawlands and Castlemilk and a focus on the Clyde corridor in order to deliver the Clyde Mission national development.
- 5.6. Local Development Plans are expected to be place-based. Reflecting the scale and diversity of Glasgow, the following approach has been taken.
- 5.7. Five area-based policies (Policies 2 – 6) have been developed to divide the city into smaller areas to highlight the spatial strategy at a more localised scale, facilitate the user’s navigation of the Plan and coordinate the future planning of the following areas:
- River Clyde;
 - City Centre;
 - North East Glasgow;
 - North West Glasgow; and
 - South Glasgow.
- It is recognised that the North East, North West and South are not unvarying places in themselves.
- 5.8. 36 Areas of Change have been identified as having the opportunity and need for strategic land use change, with a focus on the delivery of new homes, jobs and infrastructure, that would benefit from a coordinated and tailored policy in order to prioritise development and regeneration. The Areas of Change have

been selected to reflect existing regeneration initiatives and major projects, major development applications or clusters of sites that would benefit from a coordinated approach. The SDFs and LDFs are broad frameworks that cover large geographical areas of the city. Areas of Change are smaller geographical areas that, by and large, have been identified as sub-areas within the SDFs and LDFs and are intended to provide site-based policy in the pursuit of the delivery of strategic land use change.



5.9. Land allocations for development are set out as part of Areas of Change and in the development opportunities and site requirements section of each place policy. Site allocations are focused on housing, Economic Development Areas and Brownfield Development Opportunities – sites which are vacant or have unused buildings which can be put into productive use.

5.10. The Proposed Plan also contains topic policies. 13 topic-based policies have been developed to provide Glasgow specific policy to supplement the 28 policies in NPF4 that are applicable in Glasgow. These policies are city wide and apply to all development as specified in the policy. Not all NPF4 policies require additional Glasgow specific topic policies. Each policy states which NPF4 policy it should be read in conjunction with. The following policies are included in CDP2:

- Policy 7. Natural Environment
- Policy 8. Historic Environment
- Policy 9. Brownfield, Vacant and Derelict Land and Underused Buildings
- Policy 10. Sustainable Transport
- Policy 11. Design and Placemaking
- Policy 12. Housing

- Policy 13. Managed Accommodation
- Policy 14. Developer Contributions
- Policy 15. Heating and Cooling
- Policy 16. Open Space and Blue Green Infrastructure
- Policy 17. Water Management and Resilience
- Policy 18. Economic Development
- Policy 19. Network of Centres
- Policy 20. Tourism, Culture and Creativity

5.11. The Proposed Plan (CDP2) is available [online](#).

6. Proposals Map

6.1. The Proposals Map is required by legislation and sets out the specific locations that are identified for policy protection in policies within CDP2 and development sites for land uses identified within CDP2. The map is available [online](#) and will be printed as a large-scale paper map for copies of CDP2 to be placed in libraries.

7. Background Reports

7.1. CDP2 is accompanied by the following Background Reports:

- CDP2 Background Report
- Site Appraisal Methodology
- Report of Engagement
- Transport Appraisal
- Strategic Flood Risk Appraisal
- Strategic Environmental Assessment
- Habitats Regulations Appraisal
- Equalities Impact Assessment

7.2. In particular, the Report of Engagement notes the range of activities carried out with residents and stakeholders as the Proposed Plan has been prepared, including the call for sites and ideas. The Background Reports are available [online](#).

8. Proposed Delivery Programme

8.1. Legislation states that a Proposed Delivery Programme must accompany the Proposed Plan, and be approved by full Council. A Delivery Programme is a document setting out how an authority propose to implement the plan to which it relates. As a minimum, the Delivery Programme must set out:

- a list of actions required to deliver policies and proposals contained in the LDP;
- an explanation as to how those actions are to be undertaken;
- the timescale for the conclusion of each action; and
- the expected sequencing of, and timescales for, delivery of housing on sites allocated by the LDP.

8.2. The appended Proposed Delivery Programme sets out how CDP2 will be delivered and implemented. The Proposed Delivery Programme has the following sections:

- Strategic Development Frameworks and Local Development Frameworks
- Areas of Change
- Deliverable Housing Land Pipeline
- Economic Development Allocations
- Brownfield Development Opportunities
- Planning Guidance
- Planning Audits
- Project Monitoring
- Funding
- Energy
- Transport
- National Developments

8.3. For the purposes of the Proposed Delivery Programme and representation period during which comments will be sought, the document is set out in draft format. The adopted Delivery Programme which will follow adoption of CDP2, will be subject to full design and include mapping.

8.4. The Proposed Delivery Programme is available [online](#).

9. Planning Guidance

9.1. Planning Guidance will accompany CDP2 once adopted in order to:

- provide detail which explains how to implement and interpret policy, whether through specific aspects (e.g. design), processes, or other requirements.
- Set out how the Planning Authority will normally apply policies in CDP2.
- Help applicants understand how they can meet the policy requirements.

9.2. Whilst planning guidance is not part of the statutory development plan, it supports the development plan and can be used as a material consideration in determining a planning application. In order to adopt planning guidance it will be subject to public consultation and committee approval.

9.3. Some of this Planning Guidance already exists to accompany the adopted CDP 2017 and will be carried forward. Planning Guidance will either be topic based or place based, for example Strategic Development Frameworks and masterplans.

9.4. A list of planned Planning Guidance is provided in the Delivery Programme.

10. Local Place Plans

10.1 Valid Local Place Plans have been submitted by 10 community bodies for different areas of the City. These Local Place Plans which have been validated during the period of preparation of the Proposed Plan have been taken into consideration in the preparation of the Proposed Plan. All validated Local Place Plans are a material planning consideration for planning decision making.

11. Next Steps – Representation Period

11.1. Following the approval of the Proposed Plan, arrangements will be made for the Representation Period.

11.2. The following legislative requirements apply to the Representation Period:

- Consultation with key agencies and Scottish Ministers, and with the Central Scotland Green Network Partnership.
- Publication of a notice in a local newspaper and on the internet.
- A 12 week consultation period.
- Notification on the first day of the Representation Period to key agencies, Scottish Ministers, adjoining planning authorities and community councils.
- A copy of the Proposed Plan available at the Council planning office and in each library.
- Publication on the internet.
- Neighbour notification to the owner, lessee or occupiers of sites and neighbouring land that may be significantly affected by development proposals. “Neighbouring land” means land which is conterminous with or within 20 metres of the boundary of a specific site in respect of which a Proposed Plan includes a proposal for development.

11.3. A representation form will be made available and representations will be required to use the form in order to facilitate the requirements of the Examination (see below). Where stakeholders are promoting alternatives to the content of the Proposed Plan, they should provide information on environmental impact and community opinion as part of their representation.

11.4. In addition, a short, easy read, executive summary plan will be available, publicity will be undertaken and in person and online sessions will be held to answer questions and explain the contents of the Proposed Plan with a range of groups, as well as explain the representation process.

11.5. It is anticipated that the Representation Period will run for 12 weeks between August and November 2026.

12. Next Steps – Modification Report and Examination

12.1. Following the Representation Period, the representations received will be analysed and a Modification Report produced. Legislation states that: ‘after the consultation period has ended, the planning authority can modify the Proposed Plan. In doing this they can take account of: representations made to them; any matters arising from consultation with key agencies and the

Scottish Ministers; and any minor drafting or technical matters. If modifications are made, the planning authority must prepare a Modification Report setting out the modifications and the reasons for making them’.

- 12.2. The Examination is the opportunity for independent consideration of any issues raised during the formal consultation on the Proposed Plan that have not been resolved through modifications.
- 12.3. Unresolved representations are subject to examination by a DPEA Reporter on behalf of Scottish Ministers. The Council must submit a summary of the unresolved representations and the planning authority’s reasons for not modifying the plan, as well as the representations themselves.
- 12.4. Once the Examination has been completed, unless the Reporter is not satisfied that the Proposed Plan allocates sufficient land to meet the Local Housing Land Requirement in the Plan, the appointed person is to prepare a report setting out and giving reasons for their conclusions and recommendations. On receiving the Examination Report, the planning authority is required to carry out the modifications set out in the recommendations. There are limited circumstances for when a planning authority may decline to make modifications. The adoption process will then be carried out.
- 12.5. It is proposed that once the final modification report has been compiled by NRS Planning following the receipt of representations, this will be submitted to DPEA. Following consideration by the Reporter, and any Examination, the resulting recommended modifications will be made to the Plan and the final version of the Local Development Plan will be presented to full Council for adoption.

12. Policy and Resource Implications

Resource Implications:

<i>Financial:</i>	None at this stage in the CDP2 process.
<i>Legal:</i>	CDP2 is being prepared in line with the Town and Country Planning (Scotland) Act 1997, as Amended by the Planning (Scotland) Act 2019
<i>Personnel:</i>	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, have been involved in producing CDP2 and will support the delivery of CDP2.
<i>Procurement:</i>	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 2025-29? Please specify.

Part 2. Glasgow Today includes equalities as a driver for change for Glasgow. An Equalities Impact Assessment has been produced to accompany CDP2 and is included in the papers for this report. 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?

CDP2 has been produced with the aim of having a positive impact on the long-term interest of all equalities groups. The Equalities Impact Assessment details the impacts on equalities groups and how CDP2 can have a positive impact. Implementation of policies via planning applications will allow positive impacts to be delivered.

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

Part 2. Glasgow Today includes child and family poverty, the economy and public health as drivers for change for Glasgow. CDP2 has been produced with the aim of reducing socio-economic disadvantage. The Equalities Impact

Assessment provides a summary of socio economic impacts as required by the Fairer Scotland Duty.

Climate Impacts:

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

The development plan supports all of the actions within the Climate Plan but is particularly relevant when looking at the following actions Climate resilience, Heat, Energy, Built environment, Resources, Transport, Carbon capture and Natural Environment & Biodiversity. For specific actions please refer to the [climate plan delivery plan](#).

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

Part 2. Glasgow Today includes climate change as a driver for change for Glasgow. Policy 1. Spatial Strategy includes an outcome for Sustainable Glasgow and a number of objectives that will improve climate outcomes. National Planning Framework 4, states that local development plans '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 a number of policies across CDP2 work to mitigate and adapt to climate change. This is set out in the Background Report.

In particular increased tree canopy, sustainable transport, consideration of flood risk, opportunities for renewables, district heating, food growing and sites for surface water management will have a positive impact in delivering climate change mitigation and adaptation.

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

CDP2 sets out policies to deliver:

- Reuse of land and buildings
- District Heating and the LHEES
- Active travel and public transport improvements
- Support for renewables projects

These will contribute to reducing emissions and net zero. Implementation of policies via planning applications will allow positive impacts to be delivered.

**Privacy and Data
Protection Impacts:**

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

This report is accompanied by a Report of Engagement. The engagement process was designed not to collect any personal data. The Call for Sites required personal data and the use of this data was set out in the Call for Sites and Call for Ideas surveys.

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

13. Recommendations

The Committee is asked to:

- Approve the City Development Plan 2 Proposed Plan and Proposed Delivery Programme
- Note the subsequent stages of the City Development Plan 2 process, namely the Representation Period and Examination.