



Glasgow City Council

City Administration Committee

Item 2

23rd May 2024

**Report by Cllr Kenny McLean, City Convener for Housing,
Development, Built Heritage and Land Use**

Contact: George Gillespie, Executive Director: 79106

**Supplementary and Planning Guidance to Accompany City Development
Plan 2017**

Purpose of Report:

The seek approval for the submission of:

- Supplementary Guidance (SG) 6 Green Belt and Green Network,
- Supplementary Guidance SG12 Delivering Development
to the Scottish Ministers with a view to adoption and thereafter take the
necessary steps to proceed towards adopting the Supplementary Guidance
and to seek approval for the adoption of:
- Non-Statutory Planning Guidance (NSPG) on Large-Scale Co-Living;

Recommendations:

The Committee is asked to approve:

- a) SG 6 Green Belt and Green Network.
- b) SG12 Delivering Development.
- c) Non-Statutory Planning Guidance (NSPG) on Co-Living.

Ward No(s):

Citywide: ✓

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

1 Introduction

- 1.1 Glasgow's City Development Plan (CDP) was adopted in March 2017 and a series of Supplementary Planning Guidance accompany the CDP in order to support the implementation of the CDP.
- 1.2 The Planning etc (Scotland) Act 2006 (under which the current adopted City Development Plan was prepared) gives planning authorities the power to:
 - adopt statutory Supplementary Guidance (SG) as part of the Development Plan; and
 - produce non-statutory Planning Guidance (where guidance cannot be adopted within the framework of an existing Development Plan).
- 1.3 In order to finalise guidance associated with the CDP from 2017, before focusing the work programme fully on the forthcoming City Development Plan 2, the following topic based guidance has been produced and is presented in this report:
 - SG6 Green Belt and Green Network ([Appendix 1](#)) and
 - SG12 Delivering Development ([Appendix 3](#)).In addition, the following non-statutory guidance has also been produced to provide Planning Guidance for development management that can be used as a material consideration in determining planning applications:
 - Non-Statutory Planning Guidance (NSPG) on Large-Scale Co-Living ([Appendix 5](#)).This report details work on these three pieces of Guidance and the recent public consultation findings:
 - SG6 Report of Consultation ([Appendix 2](#))
 - SG12 Report of Consultation ([Appendix 4](#))
 - Large Scale Co-Living Report of Consultation ([Appendix 6](#))
- 1.4 The draft SG6, SG12 and Large Scale Co-Living Planning Guidance was considered in the [Committee Report](#) to Economy, Housing, Transport and Regeneration City Policy Committee in November 2023 and the final draft SG6 and consultation responses were considered in the [Committee Report](#) to Economy, Housing, Transport and Regeneration City Policy Committee in April 2024.

2 Consultation

- 2.1 The consultation exercise was conducted through the Council's Consultation Hub, as is standard protocol, and took place between 23 November 2023 and 18 January 2024.
- 2.2 Activities were undertaken to publicise the consultation to a wide audience and allow feedback on the Guidance, including:
 - Online consultation hub
 - Physical copies made available in all City libraries
 - Press release, newspaper advert and social media
 - Targeted email to development plan subscribers

- Targeted email to key agencies and developers
- Targeted email to all Community Councils
- Survey

2.3 In addition, a meeting was held with Co-Living developers in order to hear the context to their written responses to the consultation.

2.4 The following table summarises the comments received:

Respondents	SG6	SG12	Co-Living
Developers /landowners /agents	8	7	8
Residents of Glasgow	4	6	4
Community groups	2	0	2
Key agencies/public bodies	6	2	1
Member of the public not residing in Glasgow	0	1	0
Other	0	1	5
Total	20	17	20

2.5 The comments received in response to the consultation and the changes proposed to the Guidance are detailed in Appendices 2, 4 and 6 (links can be found in paragraph 1.3). Additional changes to the Guidance have also been made following final consideration of the Guidance.

3 Supplementary Guidance (SG) 6 Green Belt and Green Network

3.1 A draft SG6 was produced in 2017 and consulted on but was not adopted as it was necessary to await approval of the [Council's Open Space Strategy](#) (OSS) on which elements of it relied. In the interim, the Executive Committee [agreed](#) (2nd March 2017) that [IPG6: Green Belt and Green Network](#) should be used as interim guidance in relation to the green network, green belt and the protection of open space and that [IPG12: Delivering Development](#) would be used as interim guidance on open space provision. The OSS was approved at the City Administration Committee in February 2020 and IPG6 has now been updated, revised and consulted on to produce SG6 which, subject to approval at Council Administration Committee, will be submitted to the Scottish Government for adoption. Ensuring an adopted and final version of the SG will provide final statutory guidance for the determination of planning applications.

3.2 SG6 sets out guidance on the following:

- the Green Network to ensure it is protected and enhanced through new development (including the role of green roofs in meeting green network aims for biodiversity and sustainable drainage);
- the limited circumstances in which development in the Green Belt might be acceptable;
- development proposals affecting open space and the circumstances in which this might be acceptable; and

- the circumstances in which contributions may be sought from new development towards the provision or enhancement of open space to support the needs of that development. These include requirements arising from:
 - the application of open space standards (as set out in the Council's OSS), aimed at ensuring people, outwith the City Centre, have access to a good quality, multifunctional open space within an easy walk of their home and at ensuring there is an appropriate quantity of open space in each of the City's wards;
 - open space and public realm needs in the City Centre, identified through work on the City Centre Strategy;
 - projected shortfalls in sports pitch provision for certain sports identified through work on the emerging Sports Pitch Strategy; and
 - shortfalls in provision of allotments and community food growing identified in the Food Growing Strategy.

3.3 The previous [Committee Report](#) to Economy, Housing, Transport and Regeneration City Policy Committee in November 2023, associated with the draft Guidance, set out the key changes in approach that have been made from IPG6 to SG6. In particular it is noted that the approach to developer contributions for open space is markedly different from IPG6. The open space where a developer contribution can be spent will be identified up front during the planning application stage in accordance with CDP, the OSS and SG6. This will ensure that the requirements of the OSS, and identified need for improvement, can be contributed towards. The OSS covers multiple themes relating to the role and performance of open space, its distribution in serving the city's residents, how it supports biodiversity and provides mitigation and adaptation in terms of climate change. In tandem, the City Development Plan provides the basis through which we direct and assess development proposals that impact our open spaces based upon the evidence in the strategy and what the Open Space Map sets out. It should be noted that developer contributions alone will not deliver the OSS aim of a network of good quality public open spaces throughout the city and that other forms of investment will continue to be required to deliver and maintain such spaces.

3.4 [Appendix 2](#) sets out the responses to the consultation and council response (this includes [SG6 Contribution Rates Derivation](#)). [Appendix 1](#) sets out the final SG6, incorporating changes made as a result of the consultation and final work on the guidance. Broadly, comments on the guidance related to use of the green belt for housing, delivery of green roofs, city centre developer contribution rates, residential thresholds for developer contributions, open space standards and requirements for food growing and outdoor sports arising from Purpose Built Student Accommodation, rational for food growing contributions, the length of time developer contribution monies can be held for, the role of the guidance in relation to biodiversity and water management and the delivery of the Sports Pitch Strategy. As a result, a number of changes have been made to SG6, in particular amending the rates of contribution for open space and outdoor sport, flexibility on the range of outdoor sports being contributed towards, changing the thresholds for

contributions from Purpose Built Student Accommodation and changing the thresholds and requirements relating to green roofs.

- 3.5 The final draft SG6 and consultation responses were considered in the [Committee Report](#) to Economy, Housing, Transport and Regeneration City Policy Committee in April 2024.

4 SG12 Delivering Development

- 4.1 Interim Planning Guidance (IPG) 12 was approved at the then Executive Committee of 2 March 2017 for use until SG12 was adopted and can be found on the Council's [website](#). This IPG12 was updated to produce Draft SG12 for consultation, has now been finalised following consultation and, subject to approval at Council Administration Committee, will be submitted to the Scottish Government for adoption. Ensuring an adopted and final version of the SG will provide final statutory guidance for the determining of planning applications.
- 4.2 SG12 covers the following:
- Sections 2 to 4 explains what developer contributions can be used for, why they are required and how they will be collected and used.
 - Section 5 explains that developer contributions for open space are covered in SG6 (see above).
 - Section 6 details the requirement for developer contributions for Clyde Fastlink or an alternative public transport scheme.
- 4.3 The previous [Committee Report](#) to Economy, Housing, Transport and Regeneration City Policy Committee in November 2023, associated with the draft Guidance set out the key changes in approach that have been made from IPG12 to SG12.
- 4.4 [Appendix 4](#) sets out the responses to the consultation and council response. [Appendix 3](#) sets out the final SG12, incorporating changes made as a result of the consultation and final work on the guidance. Broadly, comments on the guidance related to application of Scottish Government Planning Circular 3/2012 relating to planning obligations, the length of time developer contribution monies can be held for, questions regarding the Fastlink or alternative public transport scheme and its delivery and wording relating to the role of SPT in the scheme. The key change that has been made relates to SPTs role.
- 4.5 The final draft SG12 and consultation responses were considered in the [Committee Report](#) to Economy, Housing, Transport and Regeneration City Policy Committee in April 2024.

5 Non- Statutory Planning Guidance (PG) on Co-Living

- 5.1 Planning Guidance (PG) on Co-Living has been produced to be used as a material consideration in determining planning applications. The need for this PG reflects interest from developers in this type of housing, potential impacts

on users and surrounding neighbourhoods and the Council's commitment to doubling the population of the city centre. The current CDP could not foresee this market innovation nor therefore the need for an assessment framework for this model at point of preparation and adoption. Consequently, it is considered appropriate to provide non-statutory planning guidance at this moment in time, which also responds to National Planning Framework 4 Policy 16 Quality Homes support for Build to Rent and will feed into the emerging CDP2 for Glasgow.

- 5.2 PG – Large-Scale Co-Living covers the following:
- A definition of Large-Scale Co-Living for planning purposes;
 - A planning policy framework;
 - Locational context guidance;
 - A set of private living and communal shared space standards;
 - A Management Plan checklist template;
 - A ready reckoner to differentiate Large-Scale Co-Living from Build-to-Rent; and
 - A map of LCL potentially suitable locations.
- 5.3 [Appendix 6](#) sets out the responses to the consultation and council response. [Appendix 5](#) sets out the final Large-Scale Co-Living Planning Guidance, incorporating changes made as a result of the consultation and final work on the guidance. Broadly, comments on the guidance relate to inclusion of 'twodios' in the guidance, the minimum space standards required for accommodation, outdoor amenity space and when using historic buildings, the relationship between Large-Scale Co-Living, Purpose Built Student Accommodation and mainstream residential housing, where Large-Scale Co-Living should be located in the city and the wording on tenancies and Management Plans. Key changes that have been made relate to these issues and wording includes 'twodios' and modifications relating to historic buildings, tenancies and management plans, whilst maintaining minimum space standards to ensure quality of living standards. The Guidance maintains focus on the City Centre and updates the reference to the hierarchy of development. The guidance has also been updated with regards restricting the co-location of Large-Scale Co-Living and Purpose Built Student Accommodation.
- 5.4 The final draft Large-Scale Co-Living Planning Guidance and consultation responses were considered in the [Committee Report](#) to Economy, Housing, Transport and Regeneration City Policy Committee in April 2024.

6 Adoption of Supplementary Guidance and Planning Guidance

- 6.1 Subject to Council Administration Committee approval, SG6 and 12, as statutory Supplementary Guidance, will be submitted to the Scottish Government who will review the revised guidance to ensure there has been an appropriate public consultation exercise and that the guidance is suitably linked to the provisions of the adopted City Development Plan 2017.

- 6.2 If the Scottish Government is satisfied that the guidance should proceed towards adoption, the established protocol would be proposed by which the guidance is adopted unless the Government recommend any material changes. Once the Scottish Government has given approval to adopt, the Council's website will be updated and the SG will be used in planning decisions.
- 6.3 The Non-Statutory Large-Scale Co-Living Planning Guidance does not require submission to the Scottish Government and therefore, subject to approval of the Council Administration Committee will be published on the Council's website and used in the determination of planning decisions. Given that this guidance is non-statutory and Large-Scale Co-Living is a new type of housing that has not yet been delivered, the Council would have the ability to undertake an 'early review' of the guidance, if for example the determination of applications were demonstrating that a change is required or should the demand for this form of housing significantly increase.

7 Policy and Resource Implications

Resource Implications:

Financial:

Additional financial obligations are expected to result from Supplementary Guidance 12 Delivering Development. Whilst SG6 and SG12 sets a framework for taking developer contributions to help meet the aims of the Open Space Strategy and delivery of Fastlink, it should be noted that developer contributions alone will not do this and that other forms of investment will continue to be required and sought to deliver these ambitions.

Legal:

The Planning etc (Scotland) Act 2006 (which the current adopted local development plan was prepared under) gives planning authorities the power to adopt Supplementary Guidance as part of the local development plan. Both SG6 and SG12 set out requirements for legal agreements.

Personnel:

The lead responsibility for preparing the local development plan and supporting Supplementary Guidance lies with the Development Plan team within NRS Planning. In order to support developer contributions, in addition to NRS Planning personnel working on planning applications, support is also required from legal and finance. NRS Parks are likely to have a key role in managing the spend of contributions taken under SG6.

Procurement: No procurement issues have been identified.

Equality and Socio-Economic Impacts:

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

Supplementary Guidance (SG) 6 Green Belt and Green Network, SG12 Delivering Development and Planning Guidance (PG) on Co-Living will support the aims and objectives of the current adopted local development plan which, in turn, seeks to improve health and tackling health inequalities. PG on Large-Scale Co-Living will support a range of house types and support the City Centre Living Strategy. SG 6 will support equal access to open space. Equalities Impact Assessments can be found in [Appendix 7](#), [Appendix 8](#) and [Appendix 9](#).

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

As outlined above

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

Supplementary Guidance (SG) 6 Green Belt and Green Network forms a key means of delivering the OSS ambition for an equitable distribution of good quality public open space throughout the city. SG12 Delivering Development will support transport access along the Clyde Corridor, as set out in SG12.

Climate Impacts:

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

Supplementary Guidance (SG) 6 Green Belt and Green Network, SG12 Delivering Development and Planning Guidance (PG) on Co-Living will specifically support the following Climate Plan actions:

Theme 3 – Well Connected and Thriving City
Theme 4 – Health and wellbeing
Theme 5 – Green recovery

What are the potential climate

SG 6, SG12 Delivering Development and Planning Guidance (PG) on Co-Living will

impacts as a result of this proposal? support the current adopted local development plan and wider Corporate Plans and will help to support Climate Emergency measures in a generally positive way. Supplementary Guidance (SG) 6 Green Belt and Green Network will help support the protection of existing green infrastructure, the creation and maintenance of good quality, multifunctional open space to help reconnect communities with nature and equitable access to good quality open space and green infrastructure in the city. SG12 will support the implementation of public transport.

Will the proposal contribute to Glasgow's net zero carbon target? SG6's support for access to good quality, multifunctional open space in the local area should help promote local living and reduce the need to travel, often by less sustainable modes, to open spaces that are further afield. SG12 will support the implementation of public transport.

Privacy and Data Protection Impacts: None.

8 Recommendations

8.1 The Committee is asked to approve:

- a) SG 6 Green Belt and Green Network.
- b) SG12 Delivering Development.
- c) Non-Statutory Planning Guidance (NSPG) on Co-Living.