



**Glasgow City Council**

**Economy, Housing, Transport and  
Regeneration City Policy Committee**

**Report by Executive Director of Neighbourhoods, Regeneration and  
Sustainability**

**Item 6**

14th November 2023

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

**Purpose of Report:**

The purpose of the report is for Committee to note work on draft planning guidance and intention now to consult on:

- the draft Supplementary Guidance (SG) 6 Green Belt and Green Network,
- draft Supplementary Guidance SG12 Delivering Development and
- Non-Statutory Planning Guidance (NSPG) on Large-Scale Co-Living and report the outcomes to City Administration Committee;

and thereafter take the necessary steps to proceed towards adopting the Supplementary Guidance.

**Recommendations:**

It is recommended that Committee:

Notes the draft Supplementary Guidance

- SG 6 Green Belt and Green Network,
- SG12 Delivering Development and
- Non-Statutory Planning Guidance (NSPG) on Co-Living and intention now for consultation; and

notes that following the consultation exercise and any appropriate changes to the documents, a report of the outcomes will go to City Administration Committee for consideration and approval. The draft Supplementary Guidance (SG) 6 Green Belt and Green Network and SG12 Delivering Development and statement of publicity will then be sent to Scottish Ministers with a view to adoption.

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 drafted and is considered further in this report:
- Draft SG6 Green Belt and Green Network (Appendix 1) and
  - Draft SG12 Delivering Development (Appendix 2).
- 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:
- Draft Non-Statutory Planning Guidance (NSPG) on Large-Scale Co-Living (Appendix 3).
- This report details work on these three pieces of Guidance.

## 2 Supplementary Guidance (SG) 6 Green Belt and Green Network

- 2.1 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 and revised to produce Draft SG6 for consultation and, subject to approval at Council Administration Committee, for submission 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.
- 2.2 Draft 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.

### 2.3 The following key changes in approach have been made from IPG6 to SG6:

- Relocation of the section on developer contribution for open space from IPG12 into Draft SG6 to ensure all open space matters are addressed in the same document;
- Update of the sections on the green network and green belt to take account of the national policies set out in [National Planning Framework 4 \(NPF4\)](#);
- Inclusion of new text setting out guidance on the provision of green roofs in new development to deliver green network enhancement and help meet the requirements of NPF4 policies 3 (Biodiversity) and 22 (Flood risk and water management);
- Updating of the circumstances in which development on open space might be appropriate, reflecting the OSS, [Our Dear Green Place](#) – A Vision for Glasgow's Parks and Greenspaces (2019), NPF4 and work on the emerging Sports Pitch Strategy;
- A significant revision of the circumstances in which new development might be expected to make a financial contribution to the provision or enhancement of open space in accordance with the OSS. This constitutes a different approach to the provision of open space and developer contributions from that currently set out in IPG12, with:
  - i) requirements for some individual types of open space (amenity, children's play) no longer being separately specified;
  - ii) the focus for investing contributions taken under the quality and quantity standards being on ensuring people have access to a good quality, public open space in their local area with the spaces to be used for this purpose to be identified, up-front, in the final SG6 (with all spaces having the potential to be used for this purpose being subject to consultation with the public and others at this stage);
  - iii) much less of a focus on on-site open space provision, unless the development site is a large one, whilst highlighting the need to continue to meet on-site green infrastructure needs (e.g. play, private amenity, landscaping, biodiversity, SUDS) as set out in other parts of the development plan;

- iv) extending the types of development that are expected to contribute to meeting the open space standards to include purpose built student accommodation (PBSA) of 20 bedrooms or more;
- v) setting out additional amenity requirements for PBSA to be provided on-site; and
- vi) updating of the contribution levels required to meet the Open Space standards to reflect the increased cost of doing so over the period since 2017.

- 2.4 With regard to point ii) above, open spaces have been identified through the OSS process that have the potential to meet the Quality and Accessibility Standards and are referred to as “Potential Community Spaces” (PCSs) in the draft SG6. One focus of the consultation process will be on local communities’ preferences as to which PCSs should be taken forward to meet the Quality and Accessibility standards and, therefore, be the focus of investment of developer contributions under this aspect of SG6. 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.
- 2.5 In the report presented to the then Environment, Sustainability and Carbon Reduction City Policy Committee on [26 November 2019](#) about the Glasgow’s OSS, the ongoing work to design and deliver on the outcomes of the OSS, resulting in the production of an “OSS Delivery Plan” was described. The OSS Delivery Plan will be of critical importance in delivering the OSS Vision Outcomes. It will direct future decisions on open spaces, including whether they should be enhanced or used for other open space purposes; where priorities for maintenance may lie; and where opportunities may exist to plant trees or let them regenerate naturally. It will also identify where new open spaces should be created and where using existing open spaces for other purposes may be appropriate, with money generated targeted towards the OSS Delivery Plan.
- 2.6 Committee will recall reports on [28<sup>th</sup> September 2021](#) and [3<sup>rd</sup> November 2022](#) relating to the update of the Open Space Map. The Open Space Map (OSM) forms a key element of the Council’s toolkit in managing and directing how we use, protect and benefit from the City’s Open Spaces. It supports both the Open Space Strategy and City Development Plan delivery plans. The Open Space Strategy sets out the framework for how we hope to use our various public and private open spaces in a co-ordinated manner based upon the long term outcomes set out in the strategy. This 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 OSM sets out.
- 2.7 The work on the Open Space Strategy forms part of the wider work programme of the NRS Development Plans Group, including CDP2 and the Forestry and Woodland Strategy. In line with the City Development Plan (CDP), the Open

Space Strategy (OSS) and the Forestry and Woodland Strategy (FWS) aim to take a place-based approach using nature-based solutions to create climate adaptive spaces and places across the city. This work will update policy in line with the Planning (Scotland) Act 2019 and ensure land within Glasgow City is used for the most appropriate activity to meet the Council's, and therefore balancing residents' and businesses', social, environmental and economic needs.

### 3 SG12 Delivering Development

- 3.1 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 has been updated to produce Draft SG12 for consultation, and, subject to approval at Council Administration Committee, for submission 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.
- 3.2 Draft 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.
- 3.3 The following key changes in approach have been made from IPG12 to SG12:
  - Updating of the structure to improve clarity.
  - Removal of the section on developer contribution for open space from IPG12 into Draft SG6 to ensure all open space matters are addressed in the same document
  - Updating of the Clyde Fastlink section to improve clarity and ensure contributions can have longevity as work continues to deliver sustainable, public transport project to serve development and regeneration along the north and south bank of the River Clyde.
- 3.4 Whilst changes have been made to the Clyde Fastlink section to reflect the continuing need for public transport along the River Clyde corridor, it recognises that National Planning Framework 4 identifies Clyde Metro as a Urban Mass/Rapid Transit Network for Glasgow. As such, whilst the text has been improved for clarity, alongside finalising the approach to SG6 within SG12, updates have also been made to ensure longevity of SG12 as CDP2 is prepared. It is recognised that no decision has been made on Clyde Fastlink or Clyde Metro that would warrant more significant change to the text at this point in time.
- 3.5 At present funds are available, as a result of IPG12, to contribute towards public transport improvements along the River Clyde corridor and ongoing collection of monies will ensure that appropriate public transport can be provided to

mitigate the impact of future development and aid the regeneration of the area identified.

#### **4 Non- Statutory Planning Guidance (PG) on Co-Living**

- 4.1 Draft 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 and the Council's commitment to doubling the population of the city centre. The current CDP could not foresee nor provide 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.
- 4.2 Draft 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 Consultation**

- 5.1 In accordance with the above, it is, therefore, proposed that consultation on the SG is undertaken as soon as is practicable by this Council. The consultation exercise will be conducted through the Council's Consultation Hub, as is standard protocol, and will last for a period of 8 weeks.
- 5.2 Activities will be undertaken to publicise the consultation to a wide audience and allow feedback on the Guidance, including:
- Online consultation hub
  - Press release and social media
  - Targeted email to development plan subscribers
  - Targeted email to key agencies and developers
  - Targeted email to Community Councils
  - Survey
- 5.3 The comments received will be considered and the draft Guidance will be updated as required, prior to consideration by Council Administration Committee.

## 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 City Development Plan.
- 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.

## 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.

*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 impacts as a result of this proposal?*

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

Draft 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 It is recommended that the Committee:

- Notes the draft Supplementary Guidance (SG) 6 Green Belt and Green Network, SG12 Delivering Development and Non-Statutory Planning Guidance (NSPG) on Co-Living and intention now for consultation; and
- notes that following the consultation exercise and any appropriate changes to the documents, a report of the outcomes will go to City Administration Committee for information and the draft Supplementary Guidance (SG) 6 Green Belt and Green Network and SG12 Delivering Development and statement of publicity will be sent to Scottish Ministers with a view to adoption.