



Glasgow City Council

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

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

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Item 7

19th November 2024

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

Purpose of Report:

To update the Committee on production of City Development Plan 2 and the Development Plan Scheme for 2024.

Recommendations:

The Committee is asked to:

1. Note the contents of this report and the content of the updated Development Plan Scheme for 2024;
2. Note that officers will provide further information to Scottish Ministers for the Evidence Report as requested; and
3. Note that the Development Plan Scheme will be referred to City Administration Committee for approval and thereafter published 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 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. Some changes to timescale are noted below in relation to the Development Plan Scheme.

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. Gate Check Outcomes

- 3.1. Following approval of the Evidence Report in June 2024, 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.
- 3.2. The Reporter's assessment is that although the Evidence Report contains a wealth of information, some evidence is missing or not clearly explained. Therefore it contains insufficient information to enable the planning authority to prepare its local development plan. Consequently, the evidence report has been returned to the council to have amendments made. The Reporter's assessment report details the reasons for this decision and sets out recommendations for improvement.
- 3.3. In summary the key issues to be addressed
- Providing further detail on key agency engagement;
 - Establishing clarity on an indicative Local Housing Land Requirement (LHLR);
 - Infrastructure first: including further information on a potential new approach to developer contributions, and how additional information in relation to the condition and capacity of some existing facilities are to be addressed;

- Other matters including information gaps and consistency of format and style of presentation of evidence explaining the implications for the proposed plan and delivery programme; and
 - a comprehensive evaluation of the previous local development plan.
- 3.4. The full set of Recommendations can be found at:
<https://www.dpea.scotland.gov.uk/CaseDetails.aspx?ID=125192> by opening the document named “Reporter’s recommendations”.
- 3.5. Overall officers consider that:
- The majority of the Evidence Report was found to be sound, however further detail requires to be submitted. Some of this is signposting the Reporter to certain elements of information to make this clearer.
 - The Evidence Report has value beyond the Gate Check process. For example, elements of the Evidence Report such as the Place Reports have been useful for public awareness and for example were recently used at a session with community groups producing Local Place Plans. It also forms the basis for the vision for the City in the new City Development Plan, and much of this evidence is in place.
 - Glasgow City Council are early adopters of the new system. At the time of submission, only Fife Council had submitted their Evidence Report and it subsequently received a decision of ‘insufficient’. As noted in paragraph 4.7, the new system is going through a period of bedding in and clarity is emerging on what is required.
- 3.6 The Planning Service is currently gathering the additional information for submission to the Reporter – see discussion of timescales below.

4. CDP2 Development Plan Scheme

- 4.1. 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.
- 4.2. 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 2023 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.

- 4.3. 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.
- 4.4. The previous Development Plan Scheme was approved at City Administration Committee on 30 November 2023 and the full report can be found [here](#). This Development Plan Scheme can be found at: www.glasgow.gov.uk/CDP2
- 4.5. The key stages in the development plan process, as set out in the 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 – 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	Q2 2024 – Ongoing Gate Check: Submitted: 27 June 2024 Decision: 19 September 2024 Re-submission: TBC - CDP Working Group – 2 October 2024 - EHTR 19 November 2024 – This Report

Stage	Requirements	Timescale and Committees
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 – Q2 2026
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)	Q2 2026 – Q1 2027 Examination – Length of time determined by DPEA on behalf of Scottish Ministers
Adoption	• CDP2 formally adopted • SEA Post-Adoption Statement published	Q1 2027 – Q2 2027
Delivery	• Delivery Programme published • Delivery of CDP2 policies and sites • Rolling programme of evidence gathering and monitoring • Production of Planning Guidance	Q2 2027 onward

4.6. As noted in paragraph 4.1 the Development Plan Scheme requires an annual update.

4.7. The 2023 Development Plan Scheme and November 2023 CAC report (see paragraph 4.4) notes that overall, the estimated timeframe for developing and adopting the next City Development Plan is 2027. However, the process for producing City Development Plan 2 is a new process and it has been previously noted that the new LDP process, and new requirements planning authorities need to meet, will require a period of time to bed in nationally. The previous Development Plan Scheme therefore noted that the timeframe might change as a result of the following:

- The Scottish Government oversees the Gatecheck and Examination stages. Whilst indicative timescales for these are provided by the Scottish Government, and have been factored into the timetable, these could change. All planning authorities in Scotland are now embarking on new LDPs and this may create resourcing issues for the Scottish Government Planning and Environmental Appeals Directorate (DPEA).
- The Planning (Scotland) Act 2019 requires key stages of the LDP process to go to full Council and this may be an extra process required in approving the City Development Plan 2 at different stages in the process (set out above). This may affect overall delivery timescales; however agreement can be sought with relevant Convenors as the process progresses to minimize this timescale.

- 4.8. As a result of the Gate Check outcome, further work is required to address the matters raised by the Reporters' Recommendations. It is anticipated that the work to re-submit can be completed by the end of January 2025. However, this will have an impact on the time allocated in the Development Plan Scheme to produce the Proposed Plan.
- 4.9. In addition, it is noted that since the Evidence Report was approved at CAC in [June 2024](#), the Scottish Government's Chief Reporter wrote to Planning Authorities requesting that a Delivery Programme for the adopted Local Development Plan (CDP 2017 in Glasgow) is prepared by 31 March 2025. As this must be in line with the new style of Delivery Programme required by the Planning (Scotland) Act 2019, this presents an additional requirement for work. Furthermore, planning authorities are awaiting critical guidance on elements of the new planning system, such as housing land audits and open space strategies, with no clear timescale. These are required to ensure the Proposed Plan meets legislative and Scottish Government expectations.
- 4.10. As a result of these matters, it is proposed that the 2024 Development Plan Scheme shows an additional three months (1 quarter) added to timescales going forward and the following additional text added:

"As a result of the Gate Check decision issued by the Scottish Government DPEA on 19 September 2024, further work is required to update the Evidence Report in order to address the Reporter's Recommendations. In June 2024, the Scottish Government's Chief Reporter wrote to Planning Authorities requesting that a Delivery Programme for the adopted Local Development Plan (CDP 2017 in Glasgow) is prepared by 31 March 2025. As this must be in line with the new style of Delivery Programme required by the Planning (Scotland) Act 2019, this presents an additional requirement for work. Furthermore, planning authorities are awaiting critical guidance on elements of the new planning system, such as housing land audits and open space strategies, with no clear timescale. These are required to ensure the Proposed Plan meets legislative and Scottish Government expectations.

As such, the timetable for the production of CDP2 has been amended with an additional three months (one quarter) added to timescales e.g. Q2 in the 2023 DPS has changed to Q3 in the 2024 DPS. A further review will be required in the 2025 DPS following completion of the Gate Check and a full understanding of the time this took. It is noted that the Scottish Government Local Development Planning Guidance states (paragraph 64): "Every planning authority in Scotland should have a new style LDP in place within around 5 years of the Regulations coming into force i.e. by May 2028".

4.11. The adjusted timetable is therefore as follows:

Stage	Timescale and Committees
Early Preparation	Complete
Early Engagement and Evidence Report	Complete
Gate Check	Q1* – Q3 2024 – Ongoing
Proposed Plan	Q2 2024 – Q3 2026
Examination	Q3 2026 – Q2 2027 Examination – Length of time determined by DPEA on behalf of Scottish Ministers
Adoption	Q2 2027 – Q3 2027
Delivery	Q3 2027 onward

*Q1 = April to June, Q2 = July to September, Q3 = October to December, Q4 = January to March

4.12. A number of additional edits are required to update the Development Plan Scheme for 2024 as follows:

- Delete: 'The Scottish Government has stated they will progress drafting guidance on Regional Spatial Strategy as a short term action in 2023.' No update has been provided from the Scottish Government as to when this guidance will be available.
- Update link to the Scottish Government planning website: The current 2023 Development Plan Scheme refers to the Transforming Planning website which has been removed by the Scottish Government.
- Delete this section: 'Previous Development Plan Scheme 2022'. This is no longer relevant to the 2024 Development Plan Scheme.
- Delete/update section starting: 'The Council is currently progressing the following Supplementary Guidance to adoption:' This section reflects work on SG6 and 12 and the Antonine Wall which has now been completed. In addition, the table showing the SDFs and LDFs requires an update to reflect the work that has been done in the last year.
- The tense requires changing in the Participation Statement to reflect stages that have now been completed.

5. Update on Proposed Plan

5.1. Officers began working on preparatory stages for the Proposed Plan, whilst the Gate Check was underway. As such the following activities have been undertaken:

- Project management put in place for the Proposed Plan.

- Call for Ideas and Sites launched and completed.
- Process developed for the appraisal of sites for allocation in the Proposed Plan.
- Initial development of a structure for the Proposed Plan.

5.2. A Call for Ideas and Sites was been launched on 2 September which ended on 11 November 2024.

5.3. The Call for Ideas and Sites will inform the contents of CDP2 and asked residents, community groups, landowners, developers and other interested parties to put forward sites that should be considered by Glasgow City Council for inclusion in CDP2. It also asked for ideas regarding development and land use related issues affecting Glasgow and particularly what policies should be included in CDP2. A range of activities have been completed to publicise the Call for Sites:

- Information provided via the Council Website, Consultation Hub and CDP2 Hub
- Social Media
- Email to CDP Mailing List – over 650 people
- Email to Community Councils
- Online Session with Community Councils in October.
- Email to Elected Members
- Circulation via Community Planning Area Partnerships
- NRS Newsletter
- Linked In promotion (development industry)
- Poster in Libraries
- Workshops – Promoted at Development Industry Workshop and Internal Cross-Council Workshop
- Attendance at the Accessible and Inclusive Design Forum

5.4. The intention is to produce a digital plan, with a PDF available for printing to place in libraries and to ensure inclusivity.

5.5. 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 (following Gate Check), 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.

- Housing land strategy to meet the Local Housing Land Requirement set out in the Evidence Report including:
 - Urban area capacity
 - Green Belt pressure
- Research on an affordable housing policy
- Student Accommodation
- Transport/Mobility

- Including relationship with Clyde Metro
- Employment land
- Approach to land allocations for open space
- Change of approach to development in town centres reflecting National Planning Framework 4 and the change to the Use Class Order, as well as city centre specific requirements.

Further matters will also require consideration as the work progresses.

6 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 as a result of this report
Y/N

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

7 Recommendations

The Committee is asked to:

1. Note the contents of this report and the content of the updated Development Plan Scheme for 2024;
2. Note that officers will provide further information to Scottish Ministers for the Evidence Report as requested; and
3. Note that the Development Plan Scheme will be referred to City Administration Committee for approval and thereafter published on the Council's website.