Item 8

17th November 2026

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

Purpose of Report:

To update the Committee on production of City Development Plan 2 and the Development Plan Scheme for 2026.

Recommendations:

The Committee is asked to:

1. Note the contents of this report and the content of the Development Plan Scheme for 2026 which will be subject to approval at City Administration Committee; and
2. Note that following the close of the Representation Period, if any changes to the approved Development Plan Scheme are required, a report will be brought to City Administration Committee in Spring 2027.

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 placed based outcomes that reflect the Council's strategic objectives. The Scottish Government has requested that planning authorities produce new development plans by May 2028.

1.3. Work on producing City Development Plan 2 (CDP2) commenced in 2023. It is anticipated that CDP2 will be adopted in 2027, dependent on external factors, as previously advised. The Council is required to publish a Development Plan Scheme annually updating on timescales. Whilst no change is proposed to the timescale set out in the 2025 Development Plan Scheme, there are a number of risks to the timescale which are noted in this report.

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 Timescales



3. CDP2 Development Plan Scheme

3.1. The Council is required to publish an annual Development Plan Scheme to ensure that communities and stakeholders are aware of the process, timetable and opportunities to be involved. Glasgow's City Development Plan team have created a 'storymap' version to sit as a live, visual document that can form the basis for future communication and interaction with the plan process. Appendix 1 includes a print version.

3.2. The Development Plan Scheme is an important tool that outlines opportunities for collaboration with stakeholders, allowing alignment of Glasgow City Council and other work programmes to support joined-up place investment and activity. The 2026 Development Plan Scheme shares some key messages from the Scottish Government's LDP guidance, which will directly influence the preparation of the next development plan for Glasgow. This includes that LDPs should look 20 years ahead, be developed collaboratively and be based on robust evidence, be place based and people centred, use the Place Standard and an Infrastructure First approach.

3.3. The Development Plan Scheme also includes a Participation Statement which outlines the engagement strategy for CDP2. The Local Development Plan guidance places a renewed emphasis on early public engagement, with the intention of encouraging evidence gathering that bridges traditional plan making, with a more participatory and collaborative process. The 2019 Planning Act created a statutory duty for planning authorities to engage specific groups of society including children and young people. This is

expected to encourage more creative ways to engage Glasgow's communities in the plan-making process.

3.4. Previous Development Plan Schemes for CDP were approved at:

- City Administration Committee on 30 November 2023 and the full report can be found here.
- City Administration Committee on 5 December 2024 and the full report can be found here.
- City Administration Committee on 4 December 2025 and the full report can be found here.

4. Gate Check

4.1. Following approval of the Evidence Report by the Council in June 2024 (CAC Report), this was submitted to the Directorate for Planning and Environmental Appeals (DPEA) Scottish Ministers. The Gate Check decision was issued by DPEA on 19 September 2024, stating that it contained insufficient information to enable the planning authority to prepare its local development plan. Consequently, the evidence report was returned to the council for amendments.

4.2. This and the work required was set out in an EHTR Report in November 2024 and a CAC Report in December 2024. These reports also set out the need to change the timescales included in the 2023 Development Plan Scheme in publishing the 2024 Development Plan Scheme due to:

- The Gate Check outcome – further work was required to address the matters raised by the Reporters' Recommendations
- The requirement from the Scottish Government's Chief Reporter to produce a Delivery Programme for the adopted Local Development Plan (CDP 2017 in Glasgow) by 31 March 2025.
- Outstanding important guidance on elements of the new planning system.

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

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

5. Proposed Plan

5.1. The production of the Proposed Plan was completed earlier in 2026 with City Administration Committee and Full Council approval taking place in June 2026. The production of the Proposed Plan is a significant milestone in the CDP2 process.

5.2. The Proposed Plan sets out a development and regeneration strategy for the city. 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. 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.

5.3. Following Committee approval detailed at paragraph 5.1, the Proposed Plan has been subject to a Representation Period from 21 August 2026 to 18 November 2026. A variety of activities have been carried out during the Representation Period:

- Consultation with key agencies and Scottish Ministers.
- Publication of a notice in a local newspaper and on the internet.
- 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.

- City Development Plan 2 Information Hub and Council website containing the Proposed Plan, Proposals Map and background reports.
- Publication of an Executive Summary and Frequently Asked Questions.
- Press releases and social media posts, including video.
- Production of flyer to use in email communications and printed for in-person distribution.
- A range of internal newsletter articles, including the Councillors newsletter.
- Five public events across the city.
- Two Community Councils sessions.
- Local Place Plans Workshop.
- Email to Area Partnerships.
- Events with children and young people – Pupil Forums, University of Glasgow and meeting with Glasgow Members of the Scottish Youth Parliament.
- Email and presentation sent to a range of equalities groups, attendance at Feminist City Event and Accessible and Inclusive Design Forum
- Events with Urban Design Panel, housing associations, housebuilders, planning consultants, developers and investors (Developing Glasgow), Chamber of Commerce and City Centre Task Force.
- Events for key agencies, public bodies and infrastructure providers.

6. Development Plan Scheme

6.1. The key stages in the development plan process, as set out in the 2026 Development Plan Scheme, are as follows:

Stage	**Requirements**	**Timescale and Committees** (Q1 = April – June)
Early Preparation	• Development Plan Scheme/Participation Statement preparation and consultation • Invitation to local communities to prepare Local Place Plans	Complete • EHTR 15 August 2023 • DPS consultation period: 16 August – 27 September 2023 • CAC 30 November 2023
Early Engagement and Evidence Report	• Gather and collate evidence • SEA Scoping and set up assessments including equalities • Early Engagement to gather evidence and lived experience • Present Evidence Report to Council	Complete • CDP Working Group (see 5.7) – 28 February 2024 • EHTR 23 April 2024 • CDP Working Group – 1 May 2024 • CAC 6 June 2024 • Council 27 June 2024
Gate Check	• Submit approved Evidence Report to Scottish Ministers • Submit completed SEA Scoping Report to Scottish Ministers	Complete Gate Check Submitted: 27 June 2024

Stage	Requirements	Timescale and Committees (Q1 = April – June)
	• 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	Decision: 19 September 2024 Re-submission: 25 February 2025 Decision: 3 April 2025 • CDP Working Group – 2 October 2024 • EHTR 19 November 2024 • CAC 5 December 2024 • CDP Working Group – 5 February 2025
Proposed Plan	• Call for Ideas • Site Assessments • Write / Produce Proposed Plan • Prepare Proposed Delivery Programme • Present Proposed Plan and related documents to Council for approval • Publish Proposed Plan for Representation Period (12-weeks)	Q2 2024 – Q3 2026 • CDP Working Group – 4 June 2025 • CDP Working Group – 27 August 2025 • CDP Working Group – 22 October 2025 • EHTR 18 November 2025 • CAC 4 December 2025 • CDP Working Group – 21 January 2026 • CDP Working Group – 18 March 2026 • EHTR 18 May 2026 • CAC 4 June 2026 • Full Council 25 June 2026
Examination	• Prepare Modification Report and summary of unresolved issues • Present to Committee for approval • Submit modified Plan for Examination • Examination • Receive examination report • Modify Proposed Plan (where necessary)	Q3 2026 – Q2 2027 Examination – Length of time determined by DPEA on behalf of Scottish Ministers
Adoption	• CDP2 formally adopted • SEA Post-Adoption Statement published	Q2 2027 – Q3 2027
Delivery	• Delivery Programme published • Delivery of CDP2 policies and sites • Rolling programme of evidence gathering and monitoring • Production of Planning Guidance	Q3 2027 onward

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

6.3. At this stage in the work programme no changes are required to the content and timetable set out in Development Plan Scheme for 2025; an updated version for 2026 can be found in Appendix 1.

6.4. The Development Plan Scheme notes that the timescales it includes may change. This reflects that the process for producing City Development Plan 2 is a new process with a range of new requirements planning authorities need to meet, as such it will require a period of time to bed in nationally. The Development Plan Scheme also notes that the Scottish Government oversees the Examination stage and that timescales for this process could change.

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

- The number of representations received and the range and complexity of issues that they raise will have a bearing on the length of time required to analyse the representations and produce the Modification Report and summary of unresolved representations (see section 7 below and full detail in the report approved at CAC 4 June 2026)
- It is envisaged that the scope of the representations received will mean that the Modification Report and summary of unresolved representations will require approval at City Administration Committee prior to submission to Scottish Ministers. The local government election in 2027 will result in changes to the committee cycles and potential dates for consideration at committee.

6.6. Following the conclusion of the Representation Period, the number of representations and range of issues raised will be considered in understanding the impact on the work programme. This will be reported to the City Development Plan Working Group and if any changes to the timetable in the appended Development Plan Scheme are required, a report with an updated timetable will be brought to City Administration Committee in the Spring.

7. Next Steps

7.1. Following conclusion of the Representation Period, the representations received will be analysed and a Modification Report produced, showing suggested changes to the Plan. Once the final modification report has been compiled by NRS Planning following the receipt of representations, this will be submitted to CAC for approval and then sent to DPEA (for Scottish Ministers).

7.2. 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. 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. Unresolved representations are then subject to examination by a DPEA Reporter on behalf of Scottish Ministers, who will produce an Examination Report.

7.3. On receiving the Examination Report, the planning authority is required to make 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: the final version of the Local Development Plan will be presented to full Council for adoption.

8. 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 2025-29? Please specify.	An Equalities Impact Assessment has been produced to accompany CDP2 and was submitted as part of the report for CAC 4 June 2026. 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 Evidence Report included 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. 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 which was submitted as part of the report for CAC 4 June 2026.

	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 If Yes, please confirm that a Data Protection Impact Assessment (DPIA) has been carried out	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. The Representation Period requires the collection of personal data. a Data Protection Impact Assessment has been carried out for the Representation Period.

9 Recommendations

The Committee is asked to:

1. Note the contents of this report and the content of the Development Plan Scheme for 2026 which will be subject to approval at City Administration Committee; and
2. Note that following the close of the Representation Period, if any changes to the approved Development Plan Scheme are required, a report will be brought to City Administration Committee in Spring 2027.