NPF4
PLANNING FOR SCOTLAND IN 2050

RESPONSE TO SCOTTISH GOVERNMENT CONSULTATION

**INDEPENDENT REPORT OF
CLYDEPLAN TOPIC GROUPS
JOINT WORKSHOP**

MARCH 2020

GLASGOW
CITY REGION

Clydeplan
Glasgow and the Clyde Valley
Strategic Development Planning Authority

CONTENTS

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people · place · planning

1   INTRODUCTION

This report summarises a workshop held with local authority officers and colleagues from key agencies from Clydeplan's joint Topic Groups, held on 19 February 2020 in Glasgow.

The **purposes** of the workshop and this report are to:

- Inform Clydeplan's response to the current Scottish Government consultation on the forthcoming National Planning Framework 4 (NPF4) and Scottish Planning Policy (SPP).

- Explore how NPF4/SPP should set an appropriate context for Local Development Plans in the Clydeplan area.

- Highlight where changes in national planning policy would assist in the delivery of wider strategic policy aims.

The 32 **workshop participants** were drawn from Clydeplan's Topic Groups, and included officers from each of Clydeplan's constituent local authority and key agencies (SNH, Scottish Forestry, SPT and SEPA).

Each participant was sent a **background paper** in advance of the workshop (see Appendix 1). The paper outlined the Scottish Government's priorities for NPF4 and contained a series of issues and questions for participants to consider in advance of the workshop. Links were provided to the series of 2050 thinkpieces and SPP background information notes recently published by the Scottish Government.[1]

The **agenda** (see Appendix 2) comprised:

1.   Short presentation giving an overview of NPF4, using the Scottish Government's self-read presentation.

2.   Initial group discussions: **how should planning respond to NPF4 priorities?**

3.   Main group discussions: **are current SPP policy approaches still appropriate?**

4.   Final group discussions: **are current NPF3 National Developments still appropriate?**

Participants worked in five groups for the group discussions, each with a facilitator drawn from the Clydeplan team. The workshop was led by an independent facilitator, Nick Wright, who also prepared this report as an independent record of the discussion.

Section 2 contains transcriptions of the three sets of group discussions. Section 3 contains an overall summary. More detailed information can be found in the Appendices.

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[1] See www.transformingplanning.scot/national-planning-framework/resources/

2   WORKSHOP OUTPUTS

This section of the report records the main points that emerged from each of the three workshop discussions.

2.1 How should planning respond to NPF4 priorities?

The initial group discussions focussed on the five questions posed by the Scottish Government on the NPF4 'Get Involved' section of www.transformingplanning.scot:

1. What development will we need to address **climate change**?

2. How can planning best support our **quality of life, health and well-being** in the future?

3. What does planning need to do to enable development and investment in our **economy** to benefit everyone?

4. How can planning improve, protect and strengthen the special **character of our places**?

5. What **infrastructure** do we need to plan and build to realise our long-term aspirations?

The outputs from the five parallel groups discussions are combined in the coloured panels on the right and overleaf.

1. What development will we need to address climate change?

The transition away from carbon based fuels to renewable energy was considered to be a major challenge for the future of our places and economy. We need to reduce demand to travel for work and day-to-day facilities.

We need to reconsider the presumption in favour of development subject to mitigation, and replace it with a reduction in the amount of development.

2. How can planning best support our quality of life, health and well-being in the future?

We need to plan to ensure that local communities perform better in terms of local accessibility, place making and quality of life.

See also comments under headings 1, 3 and 5.

3. What does planning need to do to enable development and investment in our economy to benefit everyone?

We need planning for economic development and investment to be focussed on **people**.

Infrastructure, especially transport, is vital and must be integrated with planning. We need to think beyond the car.

Planning must be more proactive and plan positively to improve the quality of places and to choreograph the delivery of development and infrastructure.

A focus on inclusive and sustainable economic growth is required. This implies a need for greater integration between land use and transport planning.

Planning has been very successful at planning for the car. But inclusive and sustainable economic growth now requires planning for all modes, with priority given to active travel and people rather than cars.

Planning supports improved connectivity to jobs and markets and can help manage the transition to a low carbon, sustainable and resilient future economy.

4. How can planning improve, protect and strengthen the special character of our places?

Stronger overarching legislation, policy and guidance to protect and strengthen places, particularly to encourage cross-sectoral collaboration such as across planning, infrastructure and other public services.

5. What infrastructure do we need to plan and build to realise our long-term aspirations?

Stronger overarching national policy for infrastructure is critical.

Given the climate emergency and electrification of motorised transport, planning policy for infrastructure requires to be futureproofed.

Planning policy for infrastructure requires to be more proactive in specifying what future infrastructure should look like

Roads are likely to remain a significant element of the infrastructure network, but the way that roadspace is allocated and managed should look very different – re-purposed to support climate-friendly active travel and mass transport.

Passenger transport infrastructure should be based around mass public transport.

Ideally we would have a more extensive rail network, but that may not be feasible.

We need to plan for less air travel because it is fundamentally unsustainable.

We need to plan for decentralised heat and power infrastructure, such as district heating and local power generation.

We need better green/blue infrastructure for flooding, linked to both sea level rise and surface water drainage.

We need infrastructure to be in place before development, as in the New Towns model.

2.2 Are current SPP priorities still appropriate?

This discussion was given the most time in the workshop. It covered the full range of policy topics listed on the right, which are taken from the Scottish Government's background information notes on SPP policies (see the NPF4 resources section of www.transformingplanning.scot/national-planning-framework/resources/).

In advance of the workshop, participants were assigned to one of five groups. Each group was allocated five policy topics that it would focus on in the workshop. Participants were encouraged to familiarise themselves with the Scottish Government's relevant background information notes and Scotland 2050 thinkpieces before the workshop.

During the workshop, the following questions were considered for each SPP policy topic:

- Should there be changes to the policy approach in NPF4?

- How should NPF4 and LDPs work together to deliver policy objectives?

- Are there cross-boundary issues?

Detailed discussions took place within groups. Participants from other groups then provided further input during the workshop and in response to draft notes which were circulated afterwards.

The matrix on the following pages summarise the responses for each SPP policy topic listed in the NPF4 resources section of www.transformingplanning.scot/national-planning-framework/resources/.

Please note that the 'housing' related themes have been combined under the heading 'homes' (encompassing general housing issues, specialist housing, affordable homes and gypsy travellers).

Policy topic	Changes to NPF4 policy approach?	NPF4 & LDP policy needed?	Cross-boundary issues?
AIR QUALITY	1. **How we travel** is fundamental to improving air quality. We should not rely on electric vehicles as a panacea – they still cause pollution. Need more mass transit and active travel and the wider benefits they offer. 2. **City Deal projects should be integrated with planning** – integrating planning and delivery. And more City Deal projects should focus on green infrastructure, health and wellbeing and air quality.	Both, but NPF4 needs to set a strong lead.	Potentially, for project delivery
AQUACULTURE	n/a	n/a	n/a
BUSINESS AND EMPLOYMENT	1. Current policy ok but possibly **too focused on key sectors**, where it is seen as restricting growth and places - although it is accepted that these sectors should be identified in NPF4. 2. Any **demand assessment** is currently missing – needs to be a clear rationale why sectors/proposal are included. If something is in the SPP then resources and guidance are needed on how to implement locally. 3. Policy could **link specific strategic sites to key economic sectors**. There needs to be a balance in the policy to reflect wider economic locations such as Hillington and other locations.	Both.	Yes.
CLIMATE CHANGE	1. SPP needs to establish **what's the priority?** Delivering more houses or fixing climate change? 2. **Climate change policies must be essential requirements** ('must haves') not optional ('should haves'). • One problem is the amount of developable land in the pipeline (either consented or landbanked). 3. Need clarity on **how much flexibility LDPs** can have to implement SPP/NPF4 requirements. 4. Need to **encourage developers** to take account of SPP and do good multi-functional 'climate-positive' design, for example: • Homes for Scotland could provide guidance and encourage their members. • Design briefs and place briefs are good mechanisms.	Both. NPF4 needs to set a strong lead.	Depends on how the policy is framed and its content.

	• Design Panels can work well. 5. Need a **tool that enables us to understand the potential climate change impacts** of different types of developments and designs. 6. **Decisions on planning applications** need to reflect changed policy priorities - development management and the DPEA need to be on board, which will strengthen the policy approach, and will require more resource (e.g. for effective pre-application discussions).		
COASTAL PLANNING	1. Should perhaps be conjoined with flood plain planning. 2. **Specific guidance on flood plain planning** should be introduced. 3. **SEPA flood risk maps** provide a one stop shop for this information and are helpful. 4. **Marine Planning Partnerships** should be able to provide specific advice. 5. **Flood risk management strategies** should provide more guidance. 6. There needs to be **more alignment between development plans and other related strategies**.	Both.	Yes.
COMMUNITY FACILITIES	1. **Tension between current town centre policy vs neighbourhood centres** – due to differing uses and range of community facilities i.e. some are more suited to town centre than neighbourhood centres and vice versa. 2. Policy needs to give a **clear definition of what constitutes community facilities**.	NPF4 needs to give appropriate hooks and give local flexibility for LDPs to respond to local circumstances.	Sometimes, depending on the community facilities – e.g. hospitals may have cross-boundary implications.
CULTURE AND THE ARTS	1. The policy needs to state clearly what these uses are and also how we designate them – for example, it will be a new land use that would have to be identified in a LDP. 2. Agent of Change requires guidance/definition in the policy.	NPF4 needs to give appropriate hooks and give local flexibility for LDPs to respond to local circumstances.	Yes – depending on how these elements are defined in the policy.
DIGITAL CONNECTIVITY	1. **Stronger, more visionary, more proactive and more agile policy** needed for future-proofing and the climate emergency. 2. **National policy for all types of infrastructure** is needed. It should be flexible and future-proofed, be informed by regional/local needs, and inform RSSs/LDPs. Accompanying guidance could be	NPF4 needs to give appropriate hooks and give flexibility for LDPs to respond to local circumstances.	Yes, given the scale of the infrastructure requirement.

	helpful.		
ENERGY – ELECTRICITY	1. **Stronger, more visionary, more proactive and more agile policy** needed for future-proofing and the climate emergency. 2. **National policy for all types of infrastructure** is needed. It should be flexible and future-proofed, be informed by regional/local needs, and inform RSSs/LDPs. Accompanying guidance could be helpful. 3. **Storage** needs to be considered.	Both. NPF4 needs to lead but be informed by regional/local level.	Supply and distribution.
ENERGY – HEAT	1. Policy should require **district heating networks in new developments** (residential and industrial), utilising redundant infrastructure where possible. 2. **Stronger, more visionary, more proactive and more agile policy** needed for future-proofing and the climate emergency. 3. **National policy for all types of infrastructure** is needed. It should be flexible and future-proofed, be informed by regional/local needs, and inform RSSs/LDPs. Accompanying guidance could be helpful.	Both. NPF4 needs to lead but be informed by regional/local level.	Supply and distribution.
FLOODING	1. Flood alleviation for **existing development and existing infrastructure** need to be improved: it will be a challenge, but only focussing on new development won't fix the problem for existing communities. 2. SPP should require that **new developments should be net-zero** in terms of water in/out. 3. NPF4 should give a **strategic spatial steer for areas needed for flood alleviation**. 4. SPP should promote more use of **vacant and derelict land for flood alleviation**, like in Glasgow North ('smart canal' initiative and green infrastructure). 5. SPP/NPF should promote planning as a **tool for targeting and focusing resources**, **co-ordinating and targeting action/delivery** with Scottish Water, SEPA etc. Scottish Water need to apply a consistent approach and work in a more joined-up manner. 6. SPP must require the **design quality of SUDS and flood**	Both. NPF4 needs to set a strong lead.	Yes, for catchment areas

	management infrastructure needs to be far better – multi-functional design, not just engineering led, more of an integrated design and placemaking approach. 7. SPP needs to **better integrate spatial planning with land use planning/management** – agriculture, river basin management etc – especially at the catchment scale. This should then feed into LDPs. 8. SPP/NPF4 should position planning as the **tool for linking up implementation** with Scottish Water, SEPA etc. 9. SPP needs to be **more robust** and talk up the **benefits of flood management**.		
GREEN BELTS	1. **Strong support for their retention, use and reinforcement** in the context of planning for the Glasgow city region. They should be retained in national policy and, as a **regional device**, are a key component of regional policy. 2. They require a **clearly defined purpose and aims**. 3. They can be **expanded to include Green (and Blue) Networks** and provide an important role in providing access to green spaces. 4. They should be **more positively framed** and, alongside urban regeneration activity, **direct development to sustainable locations**. 5. They should be reviewed at plan review stage.	Both. NPF4 needs to set a strong lead.	Yes.
GREEN INFRASTRUCTURE	1. SPP must **require green infrastructure to be designed in** from the outset as part of masterplans, just like transport or utilities. 2. SPP must **require SUDS to be designed as multi-functional greenspace opportunities**, not just single-purpose engineering-led drainage features. Developers are missing a trick by not doing this – it would improve their developments (see point 4 under Climate Change, above). 3. SPP must **reflect other strategic agendas** – e.g. Forest Strategy (planting targets etc), Climate Change Plan, access, open space, peatland and biodiversity strategies. 4. SPP/LDPs should **plan and deliver multifunctional green networks**, not just green infrastructure… i.e. more connected green	Both. NPF4 needs to set a strong lead.	Possibly.

	infrastructure, locally and nationally (like the Glasgow and the Clyde Valley Green Network Blueprint or regional forests).	
	5. **LDPs should be used to identify opportunities for green/blue infrastructure and networks**. Development should then be planned around those networks (as well as around transport infrastructure networks etc).	
	6. SPP should set **national standards for green network design** – as in England, where the requirement for developments to provide net gain is driving improvement. This should include standards for public spaces (e.g. street design) as well as developments. Multi-functional design should of course be fundamental.	
HEALTH & WELLBEING	1. **SPP needs to be clear about what we want planning to do about health and wellbeing:** • identify it as a strategic objective • meet immediate personal needs in local community • community facilities • opportunities for indoor/outdoor social activities and meeting people • health and care facilities • access to greenspace, green networks, green infrastructure, community growing spaces • promote active travel 2. **More integration of health professionals and planners is needed** – around design and planning of health facilities, and to challenge centralising tendencies of health and social care facilities. 3. **Designing Streets – what next?** New national guidance needed on multi-functional street design which addresses climate change, inclusive design, health/wellbeing. Current guidance is not giving sufficient clarity, and not enough emphasis on green infrastructure and climate change. And not enough is being delivered on the ground. 4. **More community empowerment** – we know that involvement of people in decision making, especially, young people, is good for mental health. This links to Local Place Plans if they become tools for community empowerment rather than mini LDPs.	Both. NPF4 needs to set a strong lead.

HISTORIC ENVIRONMENT	1. Current policy ok. 2. Issues of powers and resources needed to deliver the policy effectively.	NPF4 yes, LDP no.	Yes – e.g. Antonine Wall and Forth & Clyde Canal.
HOMES [2]	1. **'Creating a home for everyone' should be the objective, not 'delivering more homes'.** The policy approach is focused on new homes and too target driven. If we are to support communities through placemaking, the topic should be broader with the three specific categories included under the core objective of 'Creating a home for everyone'. 2. There are **other groups that could also be highlighted** as well as older people, affordable homes and gypsy travellers, for example key workers and opportunities for co-living. SPP should provide clear, unambiguous guidance, on all of the groups. 3. **LDP and LHS timetables should be aligned**.	Both. NPF4 needs to set a strong lead.	Yes – to reflect housing market areas and the needs of mobile communities like gypsy travellers.
INFRASTRUCTURE	1. **Stronger, more visionary, more proactive and more agile policy** needed for future-proofing and the climate emergency. 2. **National policy for all types of infrastructure** is needed (e.g. where different types of renewables generation are and aren't acceptable). It should be flexible and future-proofed, be informed by regional/local needs, and inform RSSs/LDPs. Accompanying guidance could be helpful.	Both. NPF4 needs to lead but be informed by regional/local level.	Yes, strategic infrastructure will have cross-boundary implications.
MINERAL EXTRACTION	1. An **area of specialism** which not many authorities have. There is a case for addressing this at a national and/or regional scale 2. **Areas of search** are unhelpful and should be removed. Site specific issues are picked up through EIAs, visual impact assessments etc. 3. Guidance on **site restoration** is important. 4. Should be **conjoined with circular economy policy and reduction of waste** with reference to the waste hierarchy.	Both. NPF4 needs to set a strong lead. Case for it being addressed at national or regional sale (see point 1 on left).	Yes, if extraction activities and their impacts cross boundaries. See also point 1 on left.
NATURAL ENVIRONMENT	1. **International and national designations** such as Natura 2000 sites should be reflected in national and/or regional plans.	Both. NPF4 needs to set a strong lead.	Where designated sites cross boundaries.

[2] Please note the recent publication of the Scottish Government's Housing Technical Paper: https://www.transformingplanning.scot/media/1296/national-planning-framework-4-housing-land-targets-technical-discussion-paper-2-march-2020.pdf

	2. National guidance and criteria on **local designation** would be helpful. 3. Specific national guidance on approaches to **protected species** could be clarified.		
PEATLAND	1. The **key objective** requires to be more clearly defined. 2. Given the significant contribution of peat to carbon sequestration, **National policy should go further** with a ban or moratorium. 3. Maps and evidence are key.	Both. NPF4 needs to set a strong lead.	Where significant areas of peatland cross boundaries.
PLACEMAKING	1. The current approach is **too focused on design rather than the outcomes** that we are trying to achieve in terms of supporting communities. Experience in the group indicated that planning applications are not refused on the basis of poor design and the current SPP does not provide the clarity that would be necessary to do so. 2. Placemaking **should be about communities** and how a place functions for people and how the location serves them. 3. SPP also needs to consider **existing communities** and how we can support them and how to make placemaking tangible. The current policy is more appropriate for new development. 4. **Equity is important**, so it is misleading to focus in specific groups in the objectives (like older or disabled people, for example). 5. Planning has a tendency to be reactive. To address placemaking and support communities a **different bottom up approach may be appropriate** (this could be the role that Local Place Plans have). 6. When considering design, **design panels** were supported as being beneficial.	SPP should address placemaking and be more prescriptive in the language used relating to design. Greater clarity of language is necessary to strengthen LDPs and development management follow-through.	
RURAL DEVELOPMENT	1. SPP should provide a clear direction about the objectives of rural planning policy, linked with **national land use policy** to support Scottish Government objectives around **inclusive economic growth** and **depopulation of remote rural areas**. 2. Should be planned for at the **local level using local knowledge**.	LDPs.	
SUSTAINABILITY	1. Policy needs to shift from "sustainable" to "sustainable and inclusive economic growth" to bring the required focus on	Both. NPF4 needs to set an unequivocal lead reflecting	

	equalities issues.	the equalities and climate emergency agendas.	
	2. Policy needs to go further in the light of the **climate emergency**. Needs to refer to proposed legislative ambitions for Scotland to become carbon neutral by 2040 and net zero greenhouse gas emissions by 2045. Needs also to consider adaptability.		
	3. More effective use needed of SEA and sustainability appraisals within site assessment activities.		
	4. Sustainability needs to be given more emphasis in the **Place Principle.**		
	5. **Existing SPP paragraph 33** (presumption in favour of…) is a contradiction and the presumption in favour of sustainability is too broad – sites should be considered on their own merits not on the basis of an exemption based on a numbers game.		
	6. **Biodiversity** should have higher status.		
TOURISM	1. The **Tourism Strategy** requires a geography and the new policy needs to support the Tourism Strategy.	Both. NPF4 needs to set a strong lead.	Yes – depending on how these elements are defined in the policy.
	2. Due to climate change there may be **more 'local' tourism** and any new policy would have to reflect the impact this may have on 'local' infrastructure etc.		Potential visitor development area for the Antonine Wall and Forth & Clyde Canal (EDC/NLC).
	3. The tourism policy needs to **define what constitute 'tourism assets'**.		
	4. Does the new policy need to distinguish between tourism and the visitor economy, and how does any new policy reflect **business tourism**? Any new policy needs to clearly define what it is aiming for alongside what it is trying to do.		
	5. The policy needs to reflect that there may be **infrastructure implications s**uch as transport networks and visitor accommodation. The policy must link to the Tourism Strategy in how it defines the tourism drivers we are planning for.		
	6. How will the policy explain how LDPs can 'benefit' from drawing on tourism draw of **Glasgow and, in particular, Edinburgh**?		
TOWN CENTRES	1. **Town Centre First principle** should remain – multi use/community hubs/transport hubs etc.	Both. There needs to local flexibility to meet local	Yes – due to the range of uses involved.

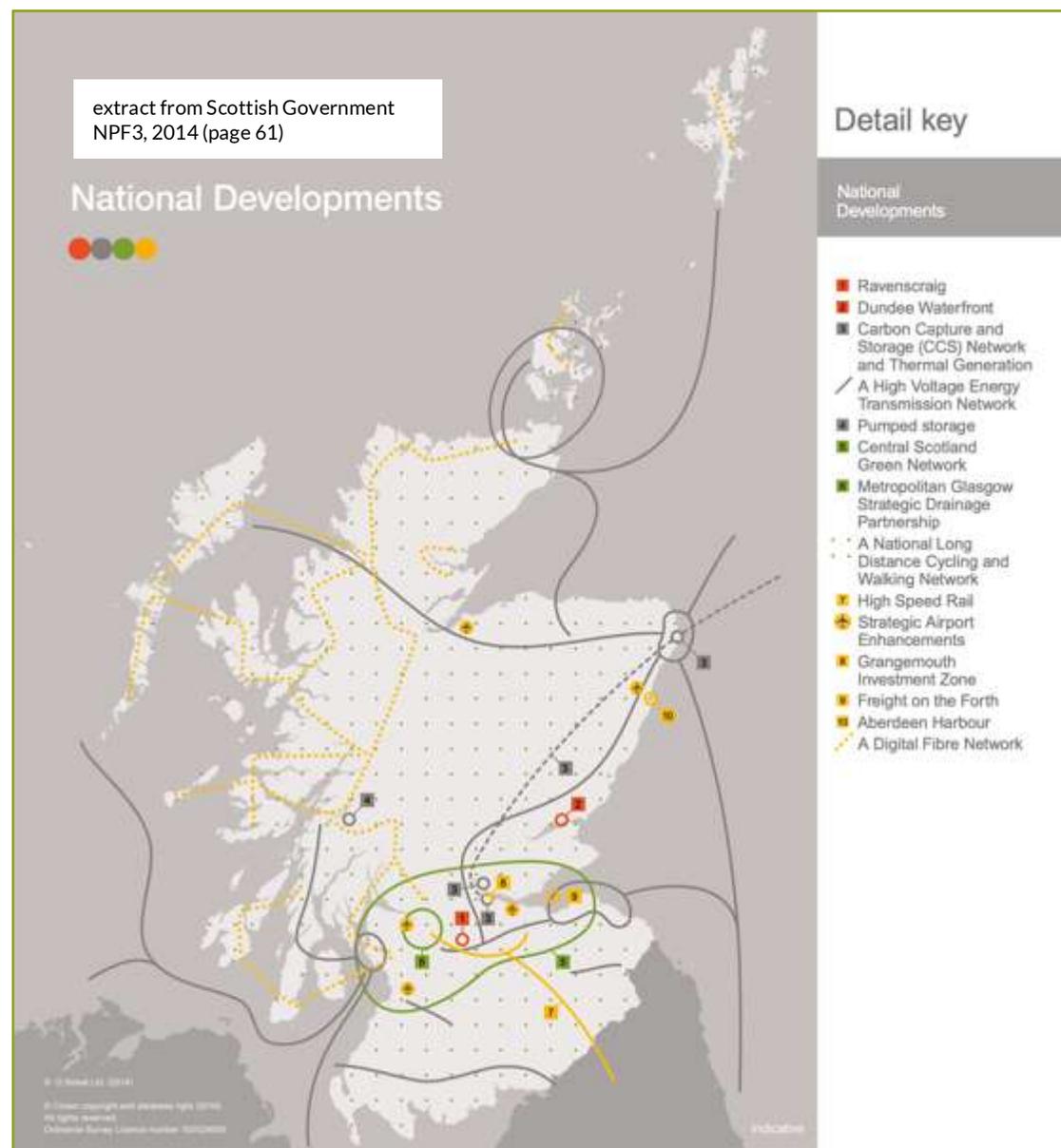|			
	2. Key location for CO_2 **reduction targets/low carbon future**. 3. More policy detail required on the range of uses – at present **too much focus on retail,** in particular the impact of retail. 4. Each town centre needs a 'USP' to help define its role and function. There needs to be **local flexibility** in the policy to meet local circumstances. 5. Town centres are key locations for **place making** policy implementation. 6. There is competition for some **town centre uses in industrial locations**. For example, soft play etc. Policy currently doesn't distinguish between these two competing locations.	circumstances.	There are other planning policies that help support town centres, which will also have cross boundary implications.
TRANSPORT	1. **Stronger, more visionary, more proactive and more agile policy** needed for decarbonisation and future-proofing. 2. **National policy for all types of infrastructure** is needed. It should be flexible and future-proofed, be informed by regional/local needs, and inform RSSs/LDPs. Accompanying guidance could be helpful.	NPF4 needs to set a strong framework.	Yes, strategic infrastructure will have cross-boundary implications.
VACANT & DERELICT LAND	1. This is the **key to delivering the housing (and other) development priorities,** addressing the climate emergency and to securing better places whilst strengthening communities. It has to be viewed as an opportunity – vacant sites in particular. It should be a National Development (see section 2.3). 2. Is there an **opportunity to be more proactive** and identify where vacant and derelict land may become prevalent?	Both. NPF4 needs to set a strong lead.	Yes – it affects communities at the local scale, but measures to address it have to be considered at the strategic scale.
WASTE	1. **Stronger, more visionary, more proactive and more agile policy** needed for future-proofing and the climate emergency. 2. **National policy for all types of infrastructure** is needed. It should be flexible and future-proofed, be informed by regional/local needs, and inform RSSs/LDPs. Accompanying guidance could be helpful.	Both. NPF4 needs to lead but be informed by regional/local level.	Combined contracts.

2.3 Are current National Developments still appropriate?

The final group discussions explored which National Developments remain appropriate.

The current National Developments are shown in the plan extract from NPF3 on the right. Those in the Clydeplan area are listed below:

1. **Ravenscraig** – creating a sustainable settlement on one of the largest areas of vacant and derelict land in Europe.

6. **Central Scotland Green Network** – Creating a step change in environmental quality, addressing areas of disadvantage and attracting investment.

7. **Metropolitan Glasgow Strategic Drainage Partnership** – water and drainage infrastructure investment to build climate change resilience and unlock potential development sites.

8. **National Long Distance Cycling and Walking Network** – closing gaps in the current networks to enhance visitor experiences and provide a better access to the outdoors for people.

9. **High Speed Rail** – improving connections to the UK and Europe, strengthening links between cities.

10. **Strategic Airport Enhancements** – supporting the main airports as gateways and recognising the importance of lifeline links. Wider investment zones supported at Glasgow and elsewhere.

extract from Scottish Government NPF3, 2014 (page 61)

National Developments

Detail key

National Developments

- Ravenscraig
- Dundee Waterfront
- Carbon Capture and Storage (CCS) Network and Thermal Generation
- A High Voltage Energy Transmission Network
- Pumped storage
- Central Scotland Green Network
- Metropolitan Glasgow Strategic Drainage Partnership
- A National Long Distance Cycling and Walking Network
- High Speed Rail
- Strategic Airport Enhancements
- Grangemouth Investment Zone
- Freight on the Forth
- Aberdeen Harbour
- A Digital Fibre Network

Key points made in discussion are shown in the coloured panels below and right.

More generally, it was suggested that National Developments could:

- be communicated in the context of the Climate Emergency and the Scottish Government's proposed NPF4 themes of People, Work and Place. This would provide more integration with the NPF4 policy context.

- be more closely linked to other national strategies, such as STPR.

- reflect the contributions of different regions to the nation(e.g. Glasgow City Region).

National Developments which should be retained but modified

Central Scotland Green Network   Is this a branding or a tangible project? Should it be adapted to include the Glasgow and Clyde Valley Green Network 'Blueprint', Green Belt, Green Network and City Region greening including nature-based solutions to tackle the climate emergency? Should there be a greater focus on implementation of the green (& blue) network in the Blueprint?

National Long Distance Cycling and Walking Network   Increase emphasis on daily journeys and connecting places through active travel, not just leisure use.

Question-marks over National Development status

Ravenscraig   Now that it has transitioned to essentially a large-scale masterplanning project, should it still be a national priority? Mixed views from Topic Group members. It could be included under a new National Development focussed on vacant and derelict land.

Metropolitan Glasgow Strategic Drainage Partnership   Work is largely complete – does it still warrant national status? If it remains, the scope should be broadened to include blue infrastructure and nature-based solutions to tackle the climate emergency.

High Speed Rail   Mixed views from Topic Group members on whether this should be retained.

Strategic Airport Enhancements   Mixed views from Topic Group members on whether this should be retained. Does continuing support for airports not conflict with the climate emergency? Which is the priority?

Potential new National Developments

Projects from current/future national strategies & City Deals   e.g. relevant projects from STPR

Glasgow & Clyde Valley vacant and derelict land   Its scale, within the city region, warrants it being a national priority. Multiple benefits include regeneration, climate change and health & wellbeing.

Clyde Mission   Focus on vacant and derelict land, connecting people to the river, city centre and inclusive growth.

Clyde Freeport   Post-Brexit, securing a Freeport on the Clyde should be a national priority – for example at Greenock (given SIMD statistics) or King George V Dock in Glasgow.

National railfreight terminal, Eurocentral Focussed on the combined opportunities of Mossend and Eurocentral.

Clyde Gateway   A cross-boundary exemplar of place-based regeneration, with a new focus on creating a net-zero community.

Decentralised heat and energy network   As Scotland's largest conurbation, the Clyde Valley offers an opportunity for a national exemplar with multiple benefits.

National renewable energy generation network.

Retrofitting current housing stock for warm homes, with multiple benefits.

Forestry planting   A nation-wide initiative with multiple climate/health benefits, linked to Glasgow and Clyde Valley Green Network.

Glasgow City Region economic sectors …given the scale and benefits at national level, e.g. universities / knowledge economy.

Glasgow City Region connectivity   Within the region and externally, focussing on mass public transport and regional cycling network.

Spaceport at Prestwick.

Clyde tidal barrier   Multiple benefits.

National electric vehicle network   To assist the decarbonisation of road transport nationally.

3   SUMMARY

This report contains important pointers for the next generation of national policy particularly:

1. The need for **unequivocal policy direction to address the climate emergency** in a number of policy areas including sustainability, economic development and strategic infrastructure of all types (including green/blue infrastructure) – and removal of ambiguous messages in current policy which support infrastructure or development which exacerbate the climate emergency.

2. **Greater focus on outcomes for people and communities**, particularly in relation to equalities, placemaking, health and wellbeing, economic development and infrastructure.

3. Recasting housing policy as delivering **homes for everyone**, with a focus not only on numbers but also equitable access to homes, placemaking and climate change.

4. **Greater clarity and purpose across all policy areas**, with supporting guidance as necessary, to strengthen and support local development planning and development management.

5. A **comprehensive review of national developments in the light of the climate emergency and changing circumstances**, such as greater integration with priorities identified in other national strategies and a greater focus on vacant and derelict land, active travel, energy conservation and renewable energy.

More detail and examples of each of these key points can be found in section 2 above.

APPENDIX 1
PRE-WORKSHOP BACKGROUND PAPER

Clydeplan

Glasgow and the Clyde Valley
Strategic Development Planning Authority

Joint session of Strategic Centres, Industry and Business, Environment and Planning Sub Topic Groups

19th February 2020

National Planning Framework 4 - Planning for Scotland in 2050

Aim

1. The aim of this paper is to facilitate a discussion around the recently published Scottish Government (SG) consultation on National Planning Framework 4 (NPF4), and any future Scottish Planning Policy (SPP) therein. In particular, Clydeplan is looking to elicit responses from the constituent authorities as to their views on the future content of NPF4/SPP.

2. The paper opens with the NPF4 priorities and then outlines a series of questions and issues for the Topic Groups to consider with regards to the future NPF4/SPP.

National Planning Framework 4 - Planning for Scotland in 2050[1]

3. The National Planning Framework is a long term plan for development and investment across Scotland. The fourth National Planning Framework (NPF4) will consider what Scotland should look like in 2050, set out national planning policies and guide where future development should take place

4. The SG has identified a number of priorities that planning could focus on in the future:

   - The global climate emergency
   - People - planning can support well-being ensuring communities have access to services and facilities;
   - Work - effective and efficient planning can support inclusive growth; and
   - Place - planning can maintain and enhance the unique character and identity of our natural and built environment.

   Please note that NPF4 will also need to be supported by a clear plan for delivery. SG will align NPF4 with Scotland's Infrastructure Investment Plan[2][3] and their second Strategic Transport Projects Review[4].

5. SG has also set out a number of long term factors[5] that will have implications for both public policy and land use planning. These included:

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[1] https://www.transformingplanning.scot/media/1146/npf4-early-engagement-have-your-say-leaflet.pdf
[2] https://www.gov.scot/publications/infrastructure-investment-plan-2015/
[3] https://www.gov.scot/publications/infrastructure-investment-plan-2015-programme-pipeline-update-september-2019/
[4] https://www.transport.gov.scot/our-approach/strategy/strategic-transport-projects-review-2/
[5] See 2050 think pieces - https://www.transformingplanning.scot/national-planning-framework/resources/

- Impacts and responses to climate change
- Implications of demographic trends
- Future economic drivers
- The potential evolution of our places

Group exercises

6.   Clydeplan wish to ascertain your views on three elements:

a) NPF4 2050 context setting
b) National Developments
c) Scottish Planning Policy

NPF4 2050 context setting

7. With regards to the 2050 timescales and the long term factors identified above:

   i. What city region development will we need to address climate change?

  ii. How can city region planning best support our quality of life, health and wellbeing in the future?

 iii. What does city region planning need to do to enable development and investment in our economy so that it benefits everyone?

  iv. What city region policies are needed to improve, protect and strengthen the special character of our places?

   v. What city region infrastructure do we need to build to realise our long term aspirations?

8.   Please note that the discussion above sets the context for the more detailed discussion and questions outlined in the ensuing paragraphs.

Scottish Planning Policy

9. For the first time, Scottish Planning Policy will be incorporated into the National Planning Framework. SG have produced a number of topic papers outlining the current SPP policy themes and they outline, the current policy, changes since 2014 publication of SPP, proposed key objectives of NPF4[6] and issues to consider which includes a range of questions for the particular topic[7].

10. With regards the forthcoming NPF4/SPP:

   i. Given your discussions under paragraph 7; what issues do you think we should be trying to address under each of our themes – The global climate emergency, People, Work and Place identified in paragraph 4 above?

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[6] See Annex 1 for a table of the proposed key objectives of NPF4 under each of the policy elements identified by SPP – please note some of these policy themes are local, rather than strategic.
[7] See SPP section - https://www.transformingplanning.scot/national-planning-framework/resources/

ii.   What should the policy approach in NPF4 be to these issues? For example, is the current SPP approach still valid, or is it required to be refreshed in light of the issues identified, or removed entirely?

iii.   Are there particular cross boundary issues and policy approaches that should be identified?

iv.   Are there any other issues and policy approaches we need to identify?

National Developments[8]

11. The Scottish Ministers can identify national developments to include in NPF4. This could include single, large-scale projects or several smaller scale developments combined.

12. With regards the forthcoming NPF4/SPP:

i. Given the 2050 timescales, and the new operating context, which of our current national developments[9] should remain, if any?

ii. Are there any other potential national developments within the city region that should be considered?

Recommendations

13.   It is recommended that the Topic Groups:

- consider the approach to the development of NPF4 and the issues to consider as set out above

Joseph Scott, Catherine Lambert, Jane Tennant and Dorothy McDonald
Strategic Planners/Clydeplan Assistant Manager

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[8] https://www.transformingplanning.scot/media/1232/national-developments-invitation-2020-january.pdf
[9] See Annex 2 – for a list of the current NPF3 National Developments

Annex 1 – SPP policy themes/proposed key objectives of NPF4

SPP policy themes	Proposed key objectives of NPF4
COMMUNITY FACILITIES	To promote and support the provision of accessible community facilities where a need has been identified in local development plans
SUPPORTING CULTURE AND THE ARTS	To recognise and support the contribution of cultural activities to individual, community and national wellbeing and prosperity, including the protection of existing cultural and live music venues by ensuring that applications for new developments include sufficient measures to mitigate, minimise or manage any noise so that existing users do not have restrictions placed on them as a result of development permitted after they were established.
Digital Connectivity	To support the roll-out of digital infrastructure across Scotland so that the social, economic and environmental benefits of digital technologies are delivered in a way that keeps environmental impacts to a minimum.
MAXIMISING THE BENEFITS OF GREEN INFRASTRUCTURE	To protect, enhance and promote green infrastructure, including open space and green networks, as an integral component of successful placemaking.
GYPSY / TRAVELLER ACCOMMODATION	To ensure that the current and future accommodation needs of Gypsy/Travellers are met so that they are provided with access to good quality, safe and appropriately located sites.
HEALTH	To ensure that planning policies and decisions take account of the health needs of local communities and have regard to the need to improve the diet, health and wellbeing of people living in Scotland.
ENABLING DELIVERY OF NEW HOMES -AFFORDABLE	To maintain the existing policy support for affordable housing provision. There is a lack of evidence that the policy is failing to deliver affordable homes, taking into account accelerated delivery in recent years and the success of the More Homes approach.
ENABLING DELIVERY OF NEW HOMES (ALL)	To ensure that development plans allocate the right land in the right place at the right time and to facilitate and monitor the delivery of this land.
ENABLING DELIVERY OF NEW HOMES –SPECIALISTHOUSING	To improve the policy so that the housing needs of older and disabled people are better accounted for in the planning system
WASTE	To support the management of waste in line with the waste hierarchy (waste prevention; reuse; recycling; energy recovery and waste disposal) and to guide development for new infrastructure to appropriate locations.
SUPPORTING AQUACULTURE	To support the sustainable growth of the finfish and shellfish sectors to ensure that the aquaculture industry is diverse, competitive and economically viable and that new development is guided to coastal locations that best suit industry needs with due regard to the marine environment
SUPPORTING BUSINESS AND EMPLOYMENT	To promote business and industrial development that support sustainable and inclusive economic growth while safeguarding and enhancing the natural and built environments.
DELIVERING ELECTRICITY	To maximise the contribution of renewable electricity generation to meeting our net zero target in a sustainable way.
DELIVERING HEAT	To maximise the contribution of renewable heat generation and systems to deliver renewable heat (such as district heating, electrical network upgrades) and reduce the cost of delivering this transition (such as supporting heat and electrical storage systems) to meeting our net zero targets in a sustainable way.
PROMOTING RESPONSIBLE EXTRACTION OF RESOURCES	To safeguard workable resources and ensure that an adequate and steady supply of aggregates is available to meet demand whilst ensuring that the impacts of extraction on local communities, the environment and the built and natural heritage are properly addressed. The policy will also reflect the Scottish Government's finalised policy position on

	unconventional oil and gas.
RURAL DEVELOPMENT	To promote rural development that supports prosperous and sustainable communities and businesses whilst protecting and enhancing environmental quality.
TOURISM	To support the inclusive economic growth of the tourism industry in a way that benefits and strengthens the resilience of local communities, including those in rural and coastal areas.
PROMOTING TOWN CENTRES	To ensure that planning policies recognise and address the challenges facing town centres so that they are better able to adapt and be vibrant, creative, enterprising and accessible places to live, work and visit.
AIRQUALITY	To ensure that the planning system helps tackle poor air quality and promote good air quality through the promotion of sustainable placemaking and transport links and ensuring that new developments are guided towards appropriate locations.
CLIMATE CHANGE – Greenhouse Gas emissions Reduction	to ensure planning policy results in spatial and land use change that facilitates Scotland's ambition to have net-zero emissions by 2045 and other statutory emissions reduction targets whilst supporting communities and businesses in making the changes needed to meet the targets.
COASTAL PLANNING	To recognise and support the unique challenges facing Scottish coastal areas and communities and promote development that supports their needs.
FLOODING	To reduce the vulnerability of existing and future development to flooding.
GREEN BELTS	To direct planned growth to the most appropriate, sustainable locations whilst protecting and enhancing the character, landscape setting and identity of settlements and providing access to countryside recreation.
VALUING THE HISTORIC ENVIRONMENT	To support the understanding, protection and importance of the historic environment so that the cultural, social, environmental and economic value of our heritage continues to contribute to Scotland's well-being.
INFRASTRUCTURE PLANNING AND DELIVERY	to promote the alignment of development and infrastructure at the local, regional and national level by identifying infrastructure capacity, need and what is required to support its delivery.
VALUING THE NATURAL ENVIRONMENT	to protect, enhance and promote access to our natural environment; whilst supporting their sustainable use and securing positive effects for biodiversity when considering new development. This includes identifying and affording protection to international, national and locally designated areas and sites in development plans and development management, including having regard to the desirability of preserving peatland.
PRESERVING PEATLAND	To have regard to the desirability of preserving peatland so that climate change benefits of reducing emissions and other benefits including to air and water quality, biodiversity and habitat creation and flood alleviation are realised.
PLACEMAKING	To deliver sustainable, well-designed places and homes that meet the needs of people living in Scotland including, in particular, the housing needs for older people and disabled people. This will be done through a design-led approach which demonstrates the six qualities of successful places.
SUSTAINABILITY	to ensure that the planning system supports the Scottish Government's purpose of focussing on creating a more successful country with opportunities for all of Scotland to flourish through increased wellbeing, and sustainable and inclusive economic growth which is achieved with a view to achieving net-zero emissions by 2045.
Promoting Sustainable Transport and Active Travel	To ensure that new development supports delivery of the vision and priorities set out in the National Transport Strategy
VACANT AND DERELICT LAND	To prioritise the use of vacant and derelict land so that viable development takes place on appropriate sites ahead of greenfield land as part of priorities to deliver inclusive growth and sustainable places and responding to the climate emergency.

Annex 2 - Current NPF3 National Developments – those in red relate to the GCV City Region

1. Ravenscraig – Creating a sustainable settlement on one of the largest areas of vacant and derelict land in Europe.

2. Dundee Waterfront – Regenerating the waterfront with high quality placemaking and supporting the low carbon economy.

3. Carbon Capture and Storage Network and Thermal Generation – Linking carbon capture and storage (CCS) to electricity generation from key sites.

4. High Voltage ElectricityTransmission Network– New infrastructure to facilitate renewable electricity generation onshoreand offshore.

5. Pumped Hydroelectric Storage – New sites and further development at existing sites, including at Cruachan.

6. Central Scotland Green Network – Creating a step-change in environmental quality, addressing areas of disadvantage and attracting investment.

7. Metropolitan Glasgow Strategic Drainage Partnership – Water and drainage infrastructure investment to build climate change resilience and unlock potential development sites.

8. National Long Distance Cycling and Walking Network – Closing gaps in the current networks to enhance visitor experiences and provide better access to the outdoors for people.

9. High Speed Rail–Improving connections to the UK and Europe, strengthening links between cities.

10. Strategic Airport Enhancements – Supporting the main airports as gateways and recognising the importance of lifeline air links. Identified airports: Aberdeen, Edinburgh, Glasgow, Inverness and Prestwick. Wider investment zones supported at Edinburgh, Glasgow and Prestwick.

11. Grangemouth Investment Zone – Supporting improvement and investment in this nationally significant site for industry and freight.

12. Freight Handling Capacity on the Forth – Supporting additional sea freight capacity.

13. Aberdeen Harbour – New harbour to address existing capacity constraints.

14. National Digital Fibre Network – Supporting world-class connectivity in Scotland, focusing on connections to rural communities.

APPENDIX 2
WORKSHOP AGENDA

Wednesday 19th February 2020

Lewis Room, Strathclyde Partnership for Transport, 131 St. Vincent Street, Glasgow

Clydeplan Joint Topic Groups – NPF4 Workshop

Primary objective: to ensure that NPF4 sets the appropriate policy context for LDPs

Agenda

9:30   Tea and coffee

10:00   **Welcome and housekeeping**

10:05   **Introduction: NPF4 - Planning for Scotland in 2050**

10:15   **Initial discussion: how should city region planning respond to NPF4 priorities?**

            20 minutes group discussions + feedback

10:45   **Main discussion: are current SPP policy approaches still appropriate?**

            45 minutes group discussions + feedback/discussion

12:00   **Final discussion: are the current National Developments still appropriate?**

            10 minute group discussions + feedback

12:15   **Summary and Next Steps**

12:30   Buffet lunch

13:00   Close

APPENDIX 3
WORKSHOP PRESENTATION

Courtesy of Scottish Government via
www.transformingplanning.scot/national-planning-framework/resources/

A

PLAN

FOR

SCOTLAND

2050

This overview provides an outline of work to refresh the National Planning Framework and produce the NPF4.

The NPF4 is a long term spatial plan to 2050 which will set out where development and infrastructure is needed to support sustainable and inclusive growth.

The Programme for Government notes that NPF4 will explore planning options that radically accelerate the reduction of carbon emissions.
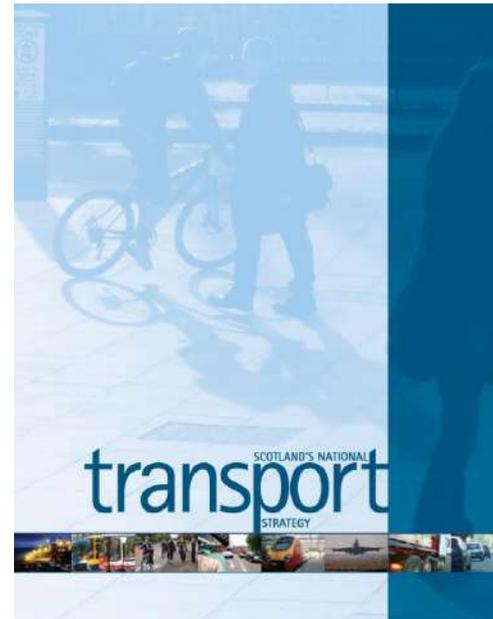
Collaboration is key to prepare the NPF4. We welcome all contributions and this overview guide provides information about how you might like to consider getting involved.

Further information is also available at www.transformingplanning.scot

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Programme for Government

SCOTLAND'S **ECONOMIC STRATEGY**
MARCH 2015

INFRASTRUCTURE INVESTMENT PLAN 2015

www.gov.scot/economicstrategy

The Scottish Government
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SCOTLAND'S NATIONAL
transport STRATEGY

In considering the NPF4 there is an opportunity to align with other strategies, which include:

The Infrastructure Investment Plan, National Transport Strategy and the Strategic Transport Projects Review, key economic development proposals such as through City and Regional Growth Deals, the Land Use Strategy, Climate Change Adaptation Programme, national strategy for air quality, national Marine Plan, a strategy to consider the future of Housing to 2040, and others.

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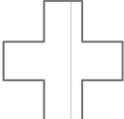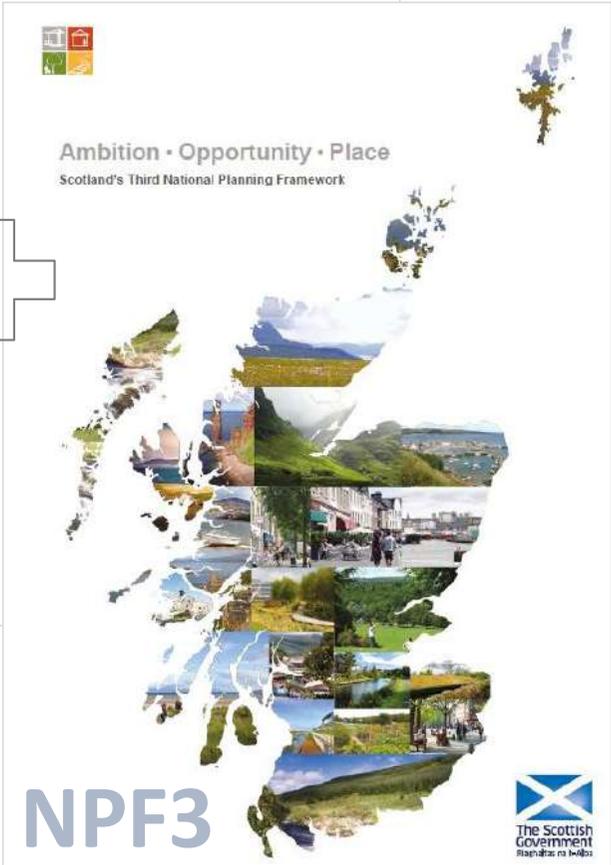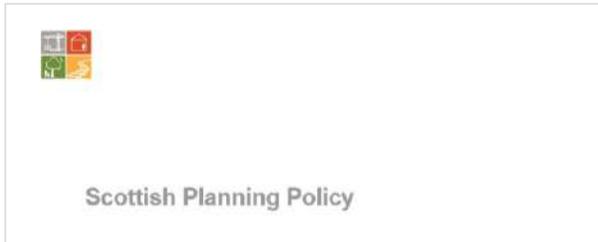
At present NP3 and Scottish Planning Policy (SPP) set national policy on Scottish planning matters.

Once adopted, NPF4 will incorporate SPP and will (along with Local Development Plans) form part of the Development Plan. This will have a bearing on planning decision-making.

NPF4 will provide the spatial and policy context to help support a plan-led system that provides certainty and stimulates confidence.

There is currently an opportunity to help shape and inform the preparation of NPF4.

NPF4 will be outcomes focused and help to deliver against Scotland's National Performance Framework.

Parliament has also asked that specific attention is given to six particular outcomes:

- **Carbon reduction**
- **Housing, particularly for the elderly and disabled**
- **Health & Wellbeing**
- **Equalities & Diversity**
- **Bio-diversity**
- **Re-population of rural areas**

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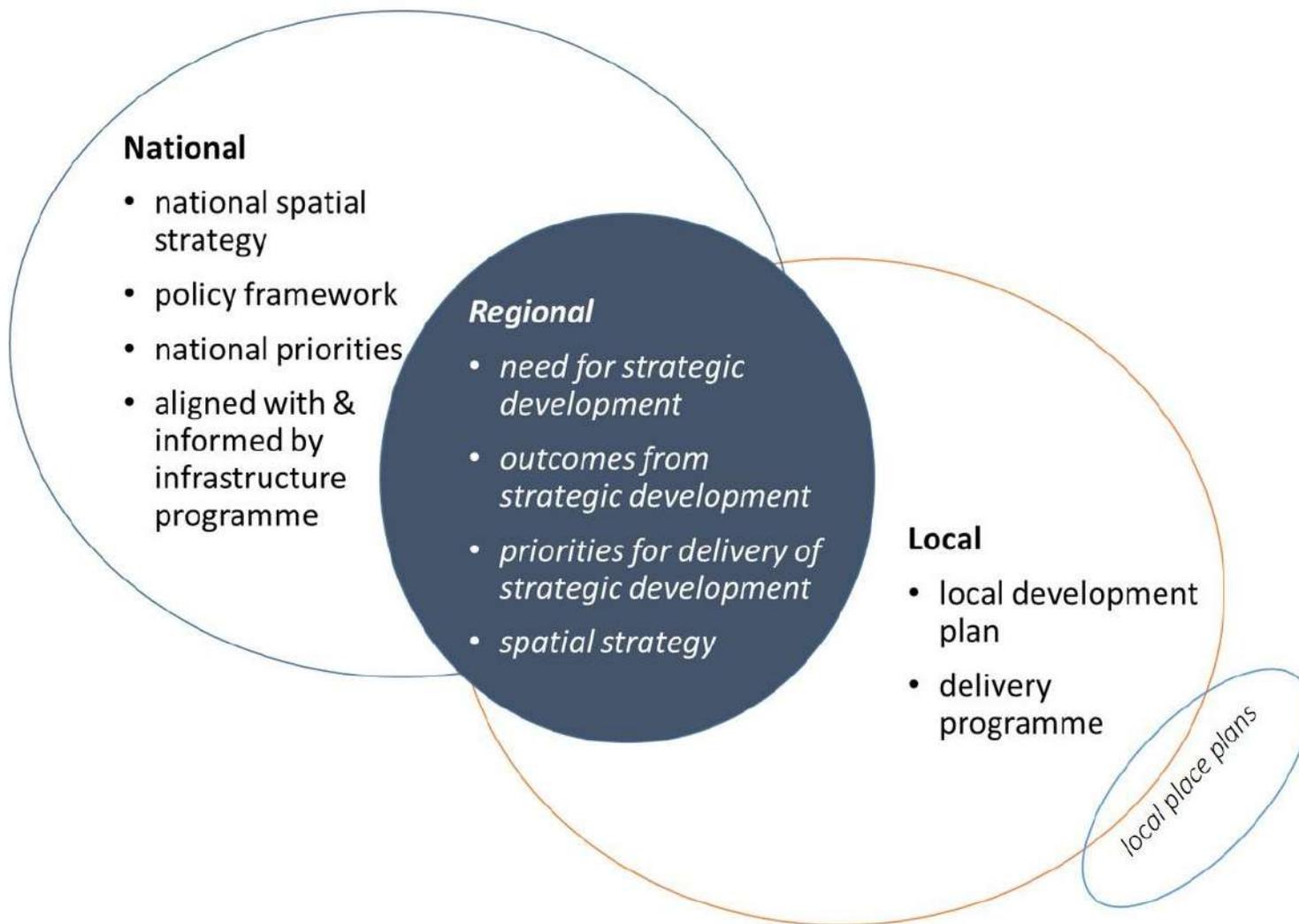
National Performance Framework

It aims to:

- **create a more successful country**
- **give opportunities to all people living in Scotland**
- **increase the wellbeing of people living in Scotland**
- **create sustainable and inclusive growth**
- **reduce inequalities and give equal importance to economic, environmental and social progress**

Updated Scottish Planning Policy will contain a suite of considerations. Current thinking is that policy areas may be grouped around three broad themes of People, Work and Place.

NPF4, with the incorporated SPP, will set out policies to help address the climate challenge.

Further background information about Scottish Planning Policy is available in the Resources section at www.transformingplanning.scot

National

- national spatial strategy
- policy framework
- national priorities
- aligned with & informed by infrastructure programme

Regional

- *need for strategic development*
- *outcomes from strategic development*
- *priorities for delivery of strategic development*
- *spatial strategy*

Local

- local development plan
- delivery programme

local place plans

The NPF4 will take account of Regional Spatial Strategies (RSS) which are long term spatial strategies prepared by local planning authorities in collaboration with neighbouring authorities as appropriate.

In producing RSS there may be scope to take account of (and potentially integrate with) other emerging initiatives such as: City and Regional Growth Deals, the Strategic Transport Projects Review, the Infrastructure Investment Plan, etc.

Until such time as the statutory duty to produce RSS has been fully enacted, there is an opportunity for early thinking on indicative RSS to help inform NPF4, so that strategic priorities can be built into the emerging statutory development plan.
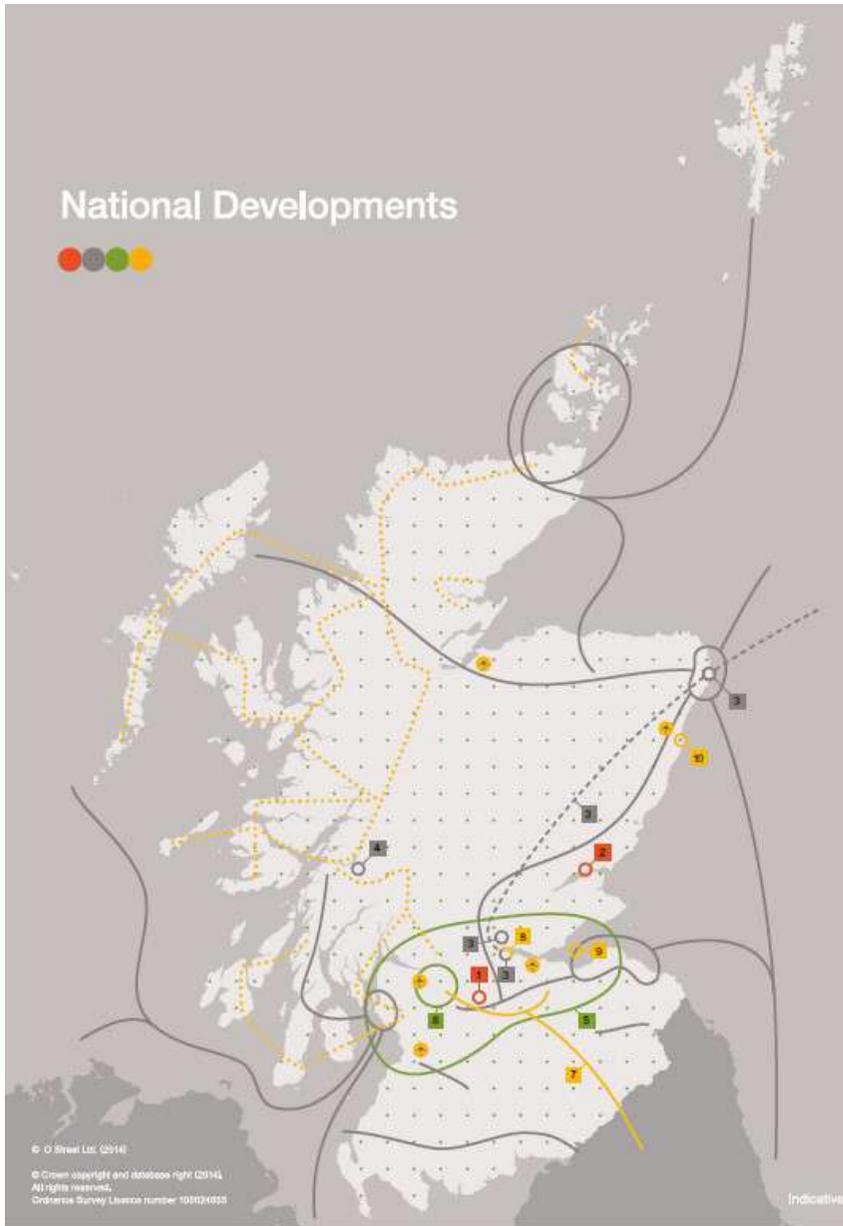
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National Developments

1. Ravenscraig
2. Dundee Waterfront
3. Carbon Capture and Storage (CCS) Network and Thermal Generation
   A High Voltage Energy Transmission Network
4. Pumped storage
5. Central Scotland Green Network
6. Metropolitan Glasgow Strategic Drainage Partnership
   A National Long Distance Cycling and Walking Network
7. High Speed Rail
   Strategic Airport Enhancements
   Grangemouth Investment Zone
9. Freight on the Forth
10. Aberdeen Harbour
    A Digital Fibre Network

The current NPF3 notes 14 National Developments. As part of the review of the National Planning Framework there will be scope to consider what projects and proposals may eventually become eligible to be identified as National Developments in NPF4.

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What will Scotland 2050 be like?

Come and discuss your ideas with the NPF4 team

Time	Activity
January to March 2020	• Participation • Engagement
April to August 2020	• Drafting
September 2020	• Parliamentary scrutiny • Seek representations
2021	Revised Draft NPF4 • Parliamentary Approval
	• Adoption

Lerwick
Inverness
Stornoway
Helmsdale
Kyle of Lochalsh
Buckie
Mallaig
Aberdeen
Aberfeldy
Aviemore
Oban
Dundee
Glasgow
Stirling
Rothesay
Edinburgh
Foxbar, Paisley
Hawick
Kilmarnock
Dumfries
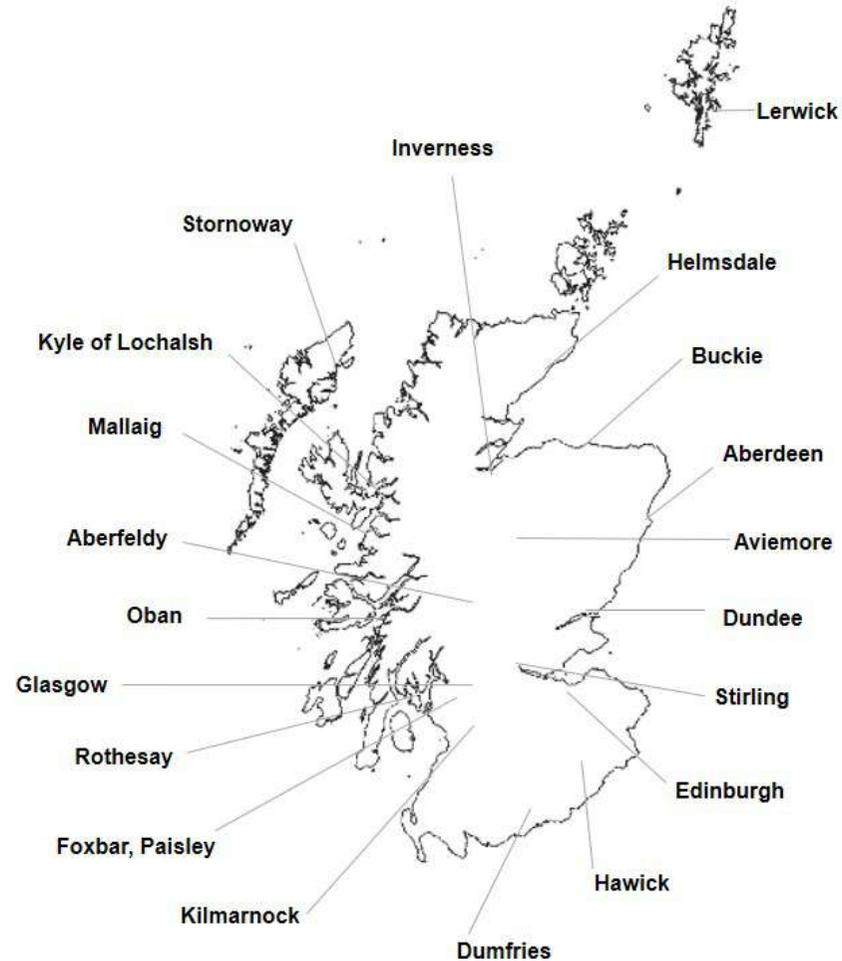
Work to prepare the NPF4 has started and more information about the early engagement programme is available at www.transformingplanning.scot.

Throughout January to March we are calling for ideas to help inform the preparation of NPF4. As part of this we are holding a series of events around the country.

There will be an opportunity to formally consult on a draft NPF4 once it is available in autumn 2020.

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1. **What development will we need to address climate change?**

2. **How can planning best support our quality of life, health and wellbeing in the future?**

3. **What does planning need to do to enable an economy that benefits everyone?**

4. **How can planning improve, protect and strengthen the special character of our places?**

5. **What infrastructure do we need to plan and build to realise our long term aspirations?**

You can contribute to the preparation of the NPF4 in different ways... You might want to attend one of our events or to organise your own?

You could make use of this overview and/or any of the other resources available on our webpage www.transformingplanning.scot.

To help provide ideas we would like you to consider 5 key prompts.

There are different ways to let us have thoughts and comments:

• Write to us at scotplan@gov.scot

• Meet with us at one of our events

• Send us a postcard about the kind of place Scotland 2050 should be

• Use the doodle map to draw where things should happen

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