
Report To:	Environment and Regeneration Committee	Date:	30 October 2014
Report By:	Corporate Director, Environment, Regeneration and Resources	Report No:	E&R/14/10/02 SJ/FJM
Contact Officer:	Stuart W Jamieson	Contact No:	01475 712404
Subject:	National Planning Framework 3 and Revised Scottish Planning Policy 2014		

1.0 PURPOSE

- 1.1 The purpose of this report is to advise Members of changes to planning policy and guidance introduced in June 2014 with the publication of National Planning Framework 3 and the revised Scottish Planning Policy 2014.

2.0 SUMMARY

- 2.1 National Planning Framework 3 (NPF3) and Scottish Planning Policy (SPP) 2014 were published on 23rd June 2014. They were published together for the first time to provide a comprehensive and robust vision for planning across Scotland.
- 2.2 Both documents are important parts of the Scottish planning system and will influence the way in which Inverclyde develops in the future. While SPP and NPF3 were published after the Examination on the Inverclyde Local Development Plan: Proposed Plan (2013), the Proposed Plan was modified to take account of the Reporter's recommendations and, where appropriate, changes in the NPF3 and the SPP. The Inverclyde Local Development Plan was adopted on 29th August 2014.
- 2.3 NPF3 and SPP will play a significant role in the future review of the LDP, while they are also material considerations in the determination of planning applications.
- 2.4 A Main Issues Report version of NPF3 and a draft SPP were published for public consultation in 2013 and the subject of an Inverclyde Council consultation response last September.
- 2.5 This report highlights those parts of the NPF3 that are relevant to Inverclyde, and within the context of the Glasgow and the Clyde Valley Strategic Development Plan's Clyde Waterfront Development Corridor, including Inverclyde as a 'potential further site' in the National Renewables Infrastructure Plan (NRIP). The SPP includes a revised statement of the core values underpinning the planning service, outcomes expected, two principal policies on 'sustainability' and 'place making' and a number of changes to specific policy areas such as Town Centres, Affordable Housing, Green Infrastructure and Sustainable Travel.

**Min Ref:
05/09/13,
para 516**

3.0 RECOMMENDATION

- 3.1 That Committee note the changes to planning policy and guidance in NPF3 and the revised SPP 2014, and the relevance of these documents to planning in Inverclyde.

**Aubrey Fawcett
Corporate Director, Environment, Regeneration and Resources**

4.0 BACKGROUND

- 4.1 The National Planning Framework³ (NPF3) sets the context for development planning in Scotland for the next 20-30 years and acts as the spatial framework for the Government's economic strategy objectives. It is a statutory document that sets out where fourteen nationally important developments, which will support delivery of the strategy, should take place. Seven of these national developments are within the Glasgow and the Clyde Valley Strategic Development Planning Authority (SDPA) area. NPF3 should be taken into account in the preparation of all strategic and local development plans in Scotland. Scottish Ministers also expect development plans to support the delivery of NPF3. The document can be viewed at: <http://www.scotland.gov.uk/Publications/2014/06/3539/downloads>.
- 4.2 The purpose of SPP is to set out national policies for the development and use of land, which align with Scottish Government priorities. SPP promotes consistency in the application of policy across Scotland, whilst allowing a degree of flexibility to reflect local circumstances. While non-statutory, SPP is a material consideration that carries significant weight in the preparation and review of Local Development Plans (LDP's) and the determination of planning applications. The 2014 document can be viewed at: <http://www.scotland.gov.uk/Publications/2014/06/5823/downloads>

5.0 PROPOSALS

National Planning Framework 3 (NPF3)

- 5.1 The four policy themes identified in the NPF3 broadly align with those included in the approved Glasgow and the Clyde Valley Strategic Development Plan (GCVSDP) (May 2012), which is currently being reviewed.
- 5.2 There are three specific mentions of Inverclyde in NPF3. Under 'Spatial Priorities for Change', sub-heading 'Glasgow and the Clyde Valley', reference is made to the roll out of the £430million, 16 year investment in regional rail improvements, including links to Ayrshire/Inverclyde, and the capacity of Urban Regeneration Companies, such as Riverside Inverclyde, to transform post-industrial areas. Inverclyde is also identified as a 'further potential site' for the National Renewables Infrastructure Plan (NRIP). This waterfront location is identified in the GCVSDP as one of twenty Strategic Economic Investment Locations (SEILs) across the city region, specifically referenced in Policy ECN1(a) of the LDP, and now one of three projects in Inverclyde included in the recently signed 'City Deal'.
- 5.3 On a wider note, NPF3 highlights the Glasgow region's strengths in energy, financial services, universities, life sciences and tourism and acknowledges proposals for a 'city deal' (recently signed by participating councils and reported to the Policy & Resources Committee in August), to drive employment and economic development across the region. The Clyde Waterfront Development Corridor is supported and emphasis continues to be placed on regeneration, the green network, connectivity and the relationship between Glasgow and its surrounding communities.
- 5.4 Seven of the fourteen national developments identified in NPF3 are located within the Glasgow and the Clyde Valley SDPA area. Inverclyde (Inchgreen) is identified as a 'further potential site' for the NRIP, while under 'Strategic Airport Enhancements', Glasgow International Airport is included, which is an important gateway to the city and surrounding areas. This latter national development reflects the wider role of airports as hubs for greater investment and business development.
- 5.5 NPF3 also identifies four national developments that cover the whole of Scotland:
- Carbon Capture and Storage Network and Thermal Generation;
 - High Voltage Electricity Transmission Network;
 - Pumped Hydro-electric Storage; and
 - National Long Distance Cycling and Walking Network.

**Min Ref:
12/08/14,
para 457**

Scottish Planning Policy

- 5.6 The following sections summarise the significant changes in SPP by topic and identify how these have been taken into account in the adopted Inverclyde Local Development Plan.

Core Values, Outcomes, Vision and Goals

- 5.7 SPP introduces a series of 'Core Values' for the planning service, which should allow a high standard of performance and continuous improvement. The previous SPP (2010) contained core principles and the new core values are a development of these, reflecting a greater emphasis on sustainability and economic growth.
- 5.8 Four 'Outcomes' are introduced which support the vision and goals of SPP.
- Outcome 1: *A successful, sustainable place* – supporting sustainable economic growth and regeneration, and the creation of well-designed, sustainable places.
 - Outcome 2: *A low carbon place* – reducing our carbon emissions and adapting to climate change.
 - Outcome 3: *A natural, resilient place* – helping to protect and enhance our natural and cultural assets, and facilitating their sustainable use.
 - Outcome 4: *A more connected place* – supporting better transport and digital connectivity.
- 5.9 The introduction of outcomes will not have a significant impact on the Inverclyde LDP. The Plan already places a strong emphasis on Outcome 1 through land allocations, while Outcome 2 is addressed through existing policies such as Policy INF2 'Energy Efficiency' and Supplementary Guidance on Renewable Energy. Outcome 3 is addressed through natural heritage and built heritage policies, while Outcome 4 is addressed through the Plan policies on communication and infrastructure. The four outcomes however, will form the basis of the main issues being identified in the forthcoming Glasgow and the Clyde Valley Strategic Development Plan (GCV SDP2), Main issues Report, due for publication early in the new year.

Sustainability and Placemaking

- 5.10 The four outcomes are to be achieved through a series of 'Principal Policies' and 'Subject Policies'. The Principal Policies, 'Sustainability' and 'Placemaking', are a new addition to SPP and act as overarching policies, with subject policies addressing specific issues.
- 5.11 Reference to sustainability has increased significantly in the new SPP. In particular, a '*presumption in favour of development that contributes to sustainable development*' has been introduced. While SPP is clear that an up-to-date Development Plan takes primacy, the presumption in favour of sustainable development is a material consideration. The concept of 'sustainable development' is already embedded throughout the Inverclyde Local Development Plan and associated Supplementary Guidance (SG), i.e. SG on Renewable Energy.
- 5.12 SPP states that where a development plan is out-of-date or does not include policies that relate to the proposal, the presumption in favour of sustainable development will be a significant material consideration. This change will not impact on development planning in Inverclyde as the LDP has recently been adopted and a process is in place to ensure that the Plan is reviewed every 5 years. The programme for reviewing the LDP will be set out in a Development Plan Scheme, which will be put before the Environment and Regeneration Committee in March 2015.
- 5.13 SPP places significantly greater emphasis on design and design-led planning, as demonstrated through the introduction of a principal policy on 'Placemaking', which elevates former subject guidance on design into the principal policy section. While the majority of the detailed guidance relating to design remains the same as in 2010, LDP's are now required to embed a design-led approach by including reference to the six qualities of successful places

(Distinctive; Safe and pleasant; Welcoming; Adaptable; Resource efficient; and Easy to move around), specifying where design tools should be used and using processes that harness and utilise the knowledge of communities and encourage active participation.

- 5.14 While the LDP does not specifically reference the six qualities of successful places, the greater emphasis on placemaking is reflected in the current LDP through Policy SDS3 'Placemaking', which promotes high-quality placemaking in all new development. The policy makes it clear that development should have regard to the Scottish Government's placemaking policies, which now include SPP. The use of 'design tools' has been incorporated through Supplementary Guidance on Local Development Frameworks, which have also been subject to public consultation.

Town Centres First and Economic Development

- 5.15 SPP has introduced a requirement for LDP's to include policies which support an appropriate mix of uses and limit over-provision and clustering, where necessary. For public or office developments over 2,500m², outwith town centres and contrary to the plan, an assessment of their impact on the town centre is now required. These specific requirements have been incorporated into chapter 7 'Town Centres and Retailing' of the LDP.
- 5.16 SPP places more emphasis on the need to take account of economic benefits when considering planning applications, requiring that '*due weight (be given) to net economic benefit*'. This change is reflected in chapter 6 'Economy and Employment' of the LDP and will be taken into account when assessing planning applications.

Residential Development and Affordable Housing Contributions

- 5.17 Affordable housing contributions, specified as a proportion of the overall housing development, have been capped at 25%. This maximum proportion is not reflected in the adopted LDP, which views 25% as a benchmark which can be exceeded or lowered, depending on the specific circumstances of the development proposal. This approach in Policy RES4 was upheld by the Reporter at Examination on the LDP, stating that the particular circumstances in Inverclyde meant that the use of a 'benchmark' was the more appropriate one to adopt.

Heat Mapping

- 5.18 SPP introduces a requirement for LDPs to use heat mapping to co-locate developments that have high heat demand with those producing surplus heat. The Scottish Government, who recently produced a National Heat Map, has provided the Council with a heat map of the Inverclyde area, which is being used to meet this requirement in the review of the GCV SDP and will be used for the future review of the LDP.

Renewable Energy

- 5.19 A requirement for an Onshore Wind Spatial Framework has been introduced. The criteria for this aspect of planning has changed from the draft SPP (2013) in order to increase the total area identified as 'areas of search'. Changes include the reduction of the buffer around settlements from 2.5km to 2km (still subject to landscape and topography), the removal of a number of historic environment constraints such as listed buildings, and the removal of the National Air Traffic Services (NATS) and Ministry of Defence (MoD) consultation areas. These changes are being incorporated into the Supplementary Guidance on 'Renewable Energy', which is due to be published shortly for consultation and brought before the Environment and Regeneration Committee for approval early next year.

Green Infrastructure and related matters

- 5.20 SPP introduces the term 'green infrastructure' (GI), which includes open space and green networks (previously covered in SPP 2010) and several new types of GI, such as core paths, biodiversity, forestry and woodland, river basins, coastal zones and the marine environment. SPP requires Development Plans to enhance existing, and promote the creation of new,

green infrastructure through a design-led approach. This requirement is already well embedded in the GCV SDP and has been reflected in the LDP. For example, Policy TRA2 states that the 'Council will support and seek to complete the Inverclyde Coastal Route with developers required to make appropriate provision when submitting planning applications'. A design-led approach to Green Infrastructure has also been incorporated into the planning process through Supplementary Guidance on Local Development Frameworks.

- 5.21 While SPP states that LDPs should address significant cross-boundary flooding issues, none are currently identified in Inverclyde. SPP also requires LDP's to protect land with the potential to aid the management of flood risk. This requirement is reflected in Policy INF4 of the Plan, which states that 'development will not be acceptable where it...increases flood risk elsewhere'.
- 5.22 SPP introduces a requirement for Development Plans to identify active travel networks. While the adopted LDP does not include active travel networks, they will be incorporated when the Plan is next reviewed.

6.0 IMPLICATIONS

- 6.1 **Legal:** there are none arising directly from this report.
- 6.2 **Finance:** there are none arising directly from this report.

Financial implications

One off costs

Cost Centre	Budget Heading	Budget Year	Proposed Spend this Report	Virement From	Other Comments
n/a	n/a	n/a	n/a	n/a	n/a

Annually Recurring Costs/Savings

Cost Centre	Budget Heading	With Effect from	Annual Net Impact	Virement From	Other Comments
n/a	n/a	n/a	n/a	n/a	n/a

- 6.3 **Personnel:** there are none arising directly from this report.
- 6.4 **Equalities and diversity:** there are none arising directly from this report.
- 6.5 **Human Resources:** there are none arising directly from this report.
- 6.6 **Repopulation:** there are none arising directly from this report.

7.0 CONSULTATIONS

- 7.1 **Chief Financial Officer:** no requirement to comment.
- 7.2 **Head of Legal and Property Services:** no requirement to comment.
- 7.3 **Head of Organisational Development, HR and Communications:** no requirement to comment.

8.0 CONCLUSIONS

- 8.1 NPF3 does not require any changes to the Inverclyde Local Development Plan 2014, having anticipated the finalised version published in June 2014. The majority of the significant changes to SPP have also already been incorporated into the LDP, and most outstanding matters, for example, in supporting Supplementary Guidance are being updated in advance of publication of the adopted LDP, or by early 2015 (refer to para 5.19 above).
- 8.2 The most significant departure from the new SPP is that the LDP does not stipulate a maximum 25% affordable housing contribution in Policy RES4 on the specified 'quota sites'. The approach using 25% as a 'benchmark', in accordance with SPP (2010), provides greater flexibility in its use and can be exceeded or lowered depending on the specific circumstances of the development proposal. This approach was upheld by the Reporter at Examination on the LDP, stating that the particular circumstances in Inverclyde meant that the use of a 'benchmark' was the more appropriate one to adopt.

9.0 BACKGROUND PAPERS

- (1) National Planning Framework 3, Scottish Government, June 2014
- (2) Scottish Planning Policy, Scottish Government, June 2014