



Glasgow City Regional Cabinet

Report by Clydeplan Manager

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National Planning Framework 4 (NPF4)

Purpose of Report:

This report provides the Cabinet with an update on the adoption of the National Planning Framework 4 by Scottish Ministers.

Recommendations:

It is proposed that the Cabinet:

- a) note the impending adoption of the National Planning Framework 4 by Scottish Ministers; and,
- b) note the timeline for the publication of Regional Spatial Strategy by the Scottish Government in support of the delivery of the National Planning Framework 4.

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1. Introduction

- 1.1 The National Planning Framework 4 (NPF4) is a long-term plan for Scotland to 2045 that sets out where development and infrastructure is needed. For the first time once approved it will form part of the statutory Development Plan along with the Local Development Plan.
- 1.2 In a regional context the Planning (Scotland) Act 2019 set out a duty for one or more local authorities to prepare a Regional Spatial Strategy (RSS) though unlike its predecessor the Strategic Development Plan the RSS won't form part of the statutory Development Plan.

2. Background

- 2.1 The NPF4 has been in development by the Scottish Government for over 2 years and has been the subject of public consultation on a Draft in November 2021 and Parliamentary scrutiny of a Revised Draft which was laid in the Scottish Parliament in November 2022.
- 2.2 Following the period of Parliamentary scrutiny, on the 11th January 2023 the Scottish Parliament approved NPF4 and Scottish Ministers have recently indicated they intend to adopt and publish NPF4 on 13th February 2023. There will then follow a period of 6 weeks for parties to lodge any legal challenge.
- 2.3 Following the adoption of NPF4 the Strategic Development Plan for the Glasgow City Region (July 2017) will cease to be in effect and the new statutory Development Plan will now comprise the National Planning Framework and the Local Development Plan.

3. NPF4

- 3.1 The NPF4 consists of 3 parts namely;

- Part 1 - sets out a National Spatial Strategy for Scotland to 2045. The Strategy is based around *sustainable places*, *liveable places*, and *productive places* and sets out spatial principles and Regional Spatial Priorities for Scotland.

In the context of the Glasgow City Region this is included as part of what is described as “*Central*” aimed at transforming and pioneering a new era of low carbon urban living.

The Strategy will also guide the preparation of Regional Spatial Strategies, Local Development Plans and Local Place Plans as well as being relevant to wider policies and strategies relating to land use.

It sets out the 18 National Developments which will support the Spatial Strategy.

- Part 2 - is the National Planning Policy consisting of 33 policies which set out the policies for the development and use of land which are to be applied in the preparation of Local Development Plans; Local Place Plans; masterplans and briefs; and for determining planning consents. This part should be taken as a whole, and
- Part 3 - consists of 7 Annexes (A) How to use the NPF; (B) National Developments Statement of Need; (C) Spatial planning priorities; (D) Six qualities of successful places; (E) Minimum all-tenure housing land requirements; and (F) Glossary of definitions and (G) Acronyms.

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Spatial Principles to 2045

- 3.2 The NPF4 sets out six overarching principles in relation to where development should be located remain the same, namely
- (1) **Just transition** - empower people to shape their places and ensure the transition to net zero is fair and inclusive.
 - (2) **Conserving and recycling assets** - make productive use of existing buildings, places, infrastructure and services, locking in carbon, minimising waste, and building a circular economy.
 - (3) **Local living** - support local liveability and improve community health and wellbeing by ensuring people can easily access services, greenspace, learning, work and leisure locally.
 - (4) **Compact urban growth** - limit urban expansion so we can optimise the use of land to provide services and resources, including carbon storage, flood risk management, blue and green infrastructure and biodiversity.
 - (5) **Rebalanced development** - target development to create opportunities for communities and investment in areas of past decline and manage development sustainably in areas of high demand.
 - (6) **Rural revitalisation** - encourage sustainable development in rural areas, recognising the need to grow and support urban and rural communities together.
- 3.3 These spatial principles have underpinned the development of previous strategic plans for the Glasgow City Region.

Central - Spatial Priorities (previously the Central Urban Transformation Area)

- 3.4 This area broadly covers central Scotland from the Glasgow City Region and the Ayrshires in the west to Edinburgh City Region in the east, including the Tay Cities, the Forth Valley and Loch Lomond and the Trossachs National Park.
- 3.5 In terms of the priorities for the Central area in relation to the place agenda these are as follows
- to deliver sustainable place - Regional Spatial Strategies and Local Development Plans in this area should support net zero energy solutions including extended heat networks and improved energy efficiency, together with urban greening and improved low carbon transport;
 - to deliver liveable places - Regional Spatial Strategies and Local Development Plans in this area should pioneer low carbon, resilient urban living by rolling out networks of 20 minute neighbourhoods, future proofing city and town centres, accelerating urban greening, investing in net zero homes, and managing development on the edge of settlements.;
 - to deliver productive places - Regional Spatial Strategies and Local Development Plans in this area should target economic investment and build community wealth to overcome disadvantage and support a greener wellbeing economy.

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- 3.6 The following National Developments will also support delivery of the spatial strategy for the City Region, namely:
- Pumped Hydro Storage (Scotland wide);
 - Strategic Renewable Electricity Generation and Transmission Infrastructure (Scotland wide);
 - Circular Economy Material Management Facilities (Scotland wide);
 - Urban Sustainable, Blue and Green Drainage Solutions (Edinburgh and Glasgow) - 'Metropolitan Glasgow Strategic Drainage Partnership';
 - Urban Mass/Rapid Transit Networks (Aberdeen, Edinburgh and Glasgow) - 'Glasgow Metro';
 - Central Scotland Green Network (incorporating the Glasgow City Region Green Network);
 - National Walking, Cycling and Wheeling Network (Scotland wide);
 - Digital Fibre Network (Scotland wide);
 - Clyde Mission; and,
 - High Speed Rail.
- 3.7 In the context of the above the Indicative Regional Spatial Strategy which was endorsed by the Regional Partnership and submitted in June 2020 by Clydeplan to support the development of the Draft NPF4, the regional spatial themes (housing, vacant and derelict land and sustainable connectivity) and key elements of the Spatial Investment Framework (Clyde Mission, Green Network, MGSDP), have all been reflected in the NPF4.

Housing

- 3.8 As part of the development of the Revised Draft NPF4 all local authorities were asked to supply a 10 year Minimum All-Tenure Housing Land Requirement (MATHLR). For the City Region this process was undertaken by the Glasgow City Region Housing Market Partnership (HMP).
- 3.9 The figure for the City Region submitted by the HMP of 50,350 has not been amended in the NPF4.

Local Authority	10 year Minimum All-Tenure Housing Land Requirement
East Dunbartonshire	2500
East Renfrewshire	2800
Glasgow	21350
Inverclyde	1500
North Lanarkshire	7350
Renfrewshire	4900
South Lanarkshire	7850
West Dunbartonshire	2100
Glasgow City Region	50350

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National Planning Policy

3.10 The NPF4 now contains 33 policies (previously 41) and split into 3 section '*Sustainable Places* (previously Distinctive Places)'; '*Liveable Places*' and '*Productive Places*' (previously 4 sections).

3.11 The 33 subject based policies relate to:

Sustainable Places	Liveable Places	Productive Places
1. Tackling the climate and nature crises	14. Design, quality and place	25. Community wealth building
2. Climate mitigation and adaptation	15. Local living and 20 minute neighbourhoods	26. Business and industry
3. Biodiversity	16. Quality homes	27. City, town, local and commercial centres
4. Natural places	17. Rural homes	28. Retail
5. Soils	18. Infrastructure first	29. Rural development
6. Forestry, woodland and trees	19. Heat and cooling	30. Tourism
7. Historic assets and places	20. Blue and green infrastructure	31. Culture and creativity
8. Green belts	21. Play, recreation and sport	32. Aquaculture
9. Brownfield land, vacant and derelict land and empty buildings	22. Flood risk and water management	33. Minerals
10. Coastal development	23. Health and Safety	
11. Energy	24. Digital infrastructure	
12. Zero waste		
13. Sustainable transport		

3.12 Following the adoption of NPF4 the Glasgow City Region planning authorities will be considering the implications of the national planning policies and the opportunities for taking a consistent approach to their interpretation, implementation, monitoring and evaluation through the Local Development Plan and Development Management processes.

4. Regional Spatial Strategies

- 4.1 The NPF4 sets out the role of Regional Spatial Strategies (RSS) as part of the '*plan led approach*' to planning namely;
- NPF - The NPF must have regard to any adopted regional spatial strategy.
 - RSS - The Planning (Scotland) Act 2019 introduced a new duty requiring the preparation of regional spatial strategies. A planning authority, or authorities acting jointly will prepare these long-term spatial strategies for the strategic development of an area. RSS are not part of the statutory development plan but have an important role to play in informing future versions of the NPF and Local Development Plans.
 - LDP - Planning authorities must prepare a LDP which sets out a spatial strategy for the development of that area. It must take into account the National Planning Framework and any registered Local Place Plan in the area it covers and it must have regard to the authority's adopted Regional Spatial Strategy.

NPF 4 Delivery Programme

- 4.2 The NPF4 sets out a Delivery Programme and in relation to RSS states that the Planning (Scotland) Act 2019 introduced a new approach to strategic planning which aims to stimulate innovation by encouraging more flexible and collaborative ways of working.
- 4.3 The new arrangements for strategic planning are expected to support better alignment with other strategies and decisions at a regional and sub-national scale. These place RSS in a strong position for supporting the implementation of NPF4.
- 4.4 Consistent with the new statutory purpose of planning, RSS will enable planning authorities to work with others to guide future long-term strategic development and use of land in the long-term public interest. They can provide a place-based strategy that guides future development across an area and will be the spatial expression of the City Region's Regional Economic Strategy.
- 4.5 Key aspects will include identification of networks of regionally significant centres, and ensuring the spatial strategy identifies and responds to nationally and regionally recognised natural and historic areas and assets.
- 4.6 Work on preparing RSS will be expected to begin once statutory guidance is in place. At this point support will be available to planning authorities. It is expected that the pace of preparation will vary across Scotland, depending on local and regional priorities. Work to prepare the new Local Development Plans will not be contingent on RSS being either under preparation or in place.

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RSS Guidance

- 4.7 The Scottish Government has set out the following timetable in respect of the preparation of RSS guidance. Clydeplan continues to offer its support to the Scottish Government in the development of the RSS guidance.

Theme	Support measure	Scottish Government (SG) role	Delivery partner(s)	Scottish Government (SG) next steps	Short term action 2023	Medium term action 2024 - 2028
Delivery mechanisms (regulations and guidance)	Regional Spatial Strategy (RSS)	SG responsible for guidance	Stakeholder engagement including collaboration with HOPS and regional partners	Progress drafting	✓	✓

5 Observations

- 5.1 The adoption by Scottish Ministers of NPF4 is welcomed as part of the implementation of the new Development Plan system though the timetable for the publication of the RSS guidance is disappointing given it is likely to be some 12 months after adoption of NPF4.

6. Recommendations

- 6.1 The Cabinet is invited to note
- a) the impending adoption of the National Planning Framework 4 by Scottish Ministers; and,
 - b) the timeline for the publication of Regional Spatial Strategy by the Scottish Government in support of the delivery of the National Planning Framework 4.