Fold out key

Using this document
This Main Issues Report contains a suite of strategy maps with a clear graphic style which present our preferred strategy. The strategy maps are diagrammatic and indicative only.

The graphic style used in the strategy maps is consistent with the emerging graphics style at the regional planning level, illustrated by the recent publication of the Aberdeen City and Shire SDP.

This document also contains background maps which have a different graphic style and present contextual information.

Key
A fold-out at the back cover of the printed document contains an overview key for all the strategy maps. A key is also provided for each of the strategy maps.

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www.scotland.gov.uk
The central purpose of the Scottish Government is to make Scotland a more successful country, with opportunities for all to flourish through increasing sustainable economic growth. Now, more than ever, I want the planning system to be directed towards this purpose.

The National Planning Framework is a long-term strategy for the spatial development of Scotland. Our Government Economic Strategy sets out the measures we are taking to accelerate Scotland’s recovery and support jobs. I want the next National Planning Framework – NPF3 – to be the spatial expression of that economic strategy, informed by our plans and policies in areas such as transport, energy, health and wellbeing, climate change and land use. And informed, of course, by the views of communities, business, government agencies and other key stakeholders.

This is an important document, one that will influence development plans across the country and provide leadership to deliver change. It brings together the Government’s many programmes and initiatives, and explains their implications for our places and communities. However, it does more than reflect on the work we are doing anyway, and I want NPF3 to go beyond simply bringing together our existing plans and strategies. By providing a clear vision, it should also be a document that is used to guide future development and decisions. Planning also has a key role to play as part of community planning partnerships (CPPs), and the strategy set out in NPF3 should be considered by local authorities as they work with community planning partners to take forward their Single Outcome Agreement as a binding plan for place. Each part of the country must use its strengths to build a prosperous, healthy and sustainable future. NPF3 looks to harness these strengths, foster collaboration and deliver successful places throughout Scotland.

I said, when we started work on a third National Planning Framework, that I saw supporting sustainable economic growth and the transition to a low carbon economy as the key themes for NPF3. What I have seen and heard during our wide engagement in preparing this Main Issues Report has strengthened that view. It has also shown that many aspects of the existing Framework remain sound, and should be retained or updated to reflect new circumstances, challenges and opportunities. However, the emerging strategy provides an opportunity to revisit our approach, and reconsider the balance between our immediate priorities for delivery with our longer-term aspirations.

Scotland is special, with a high quality environment and many special places to live in and visit. These physical assets – natural and cultural – underpin our economy and our quality of life. Facilitating much needed new development and investing in modernising our infrastructure, whilst maintaining and creating high quality, distinctive, sustainable and healthy places is, in my view, essential if Scotland is to provide nurturing and rewarding environments for its people and maximise its attraction to investors and visitors in what will increasingly be a global economy. It is also essential, if it is to be truly sustainable, that economic growth increases cohesion – reducing inequalities between different areas of Scotland. NPF3 will show how we can do this at a national level. Scottish Planning Policy,
which we are consulting on at the same time as NPF3, will set out the policy principles whose application should ensure that the same outcomes are achieved at the strategic and local levels.

Our proposals reflect the scope we have now to facilitate growth. As the Government Economic Strategy explains, we will achieve much more if Scotland becomes an independent nation. Increased financial flexibility will allow us to realise our long-term infrastructure ambitions more fully, and sooner.

With full fiscal powers we can unlock the potential of our natural assets. We want to capitalise on our position on the edge of Europe, strategically located to gain from our natural energy resources and the evolution of world trade routes as the North Sea Passageway opens up. The full economic powers that will come with independence will allow us to make the infrastructure investments to build the connections that facilitate and support these hubs of economic activity, spanning the distance to all the corners of the country. Regulatory responsibility will improve our transport and digital infrastructure to reduce disadvantage arising from distance. Greater control over our key assets, such as the electricity grid, tourism, our ports and harbours and our rail network could be directed to achieve economic and demographic improvement at a faster pace.

Scotland should be allowed to take the investment decisions that are in the best interest of our economy and the people of Scotland.

Whilst this document sets out our preferred spatial strategy and a provisional suite of national developments to support it, it also identifies alternative approaches. We are not asking for views on what our ambitions should be – these flow naturally from our central purpose. Nor are we revisiting our existing sectoral policies and commitments in areas like energy and transport, though NPF3 will inform any subsequent reviews of these. Rather, the key questions are about the spatial implications of these policies and commitments, and what new development and infrastructure investment is needed to help deliver them.

I give my sincere thanks to all those who have engaged with us thus far. The creativity, thoughtfulness, expertise and knowledge which has informed your submissions has been crucial in shaping our proposals. We want, now, to hear your views on our preferred spatial strategy, the proposals contained in this Main Issues Report, and their alternatives. What, at the national level, are the most important spatial components of our ambitions? What opportunities for new development and infrastructure should we prioritise to help us achieve them?

We will reflect carefully on all the responses we receive to this consultation. We will also be holding a series of public events around the country, giving further opportunities for people to feed in their views and their ideas. Following this, towards the end of this year, we will prepare the Proposed NPF3 setting out our chosen spatial strategy and proposed national developments. We will submit this Proposed NPF3 to the Scottish Parliament for its consideration. Once we have reflected on the views expressed by Parliament, we expect to finalise and publish the Third National Planning Framework in the summer of 2014.

Derek Mackay MSP
Minister for Local Government and Planning
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Our Spatial Strategy
1.1 The Scottish Government’s central purpose is to make Scotland a more successful country, with opportunities for all to flourish through increasing sustainable economic growth. Our Government Economic Strategy sets out the measures we are taking to accelerate Scotland’s recovery and support jobs. It highlights key sectors where there will be significant growth, and sets out our strong commitment to provide a supportive business environment and opportunities for people across the country. In delivering these aspirations, our planning system has an important and very positive role to play in ensuring that Scotland is recognised as being ‘open for business’. The third National Planning Framework, like its two predecessors, will be the spatial expression of the Government Economic Strategy, informed by our plans and policies in areas such as transport, energy, health and wellbeing, climate change, and land use.

1.2 Our ambition is for a Scotland with a growing, low carbon economy with progressively narrowing disparities in wellbeing and opportunity. It is growth which goes hand in hand with reduced emissions and which respects the quality of place and of life which makes our country so special. It is healthy and sustainable growth which increases solidarity – reducing inequalities between individuals, and cohesion – reducing inequalities between our regions.

1.3 Amongst the most important challenges we face in achieving these ambitions are:

- A global economic downturn which has increased unemployment, restricted private investment in new development, and will have consequences for the Scottish Government’s own budget for years to come.
- A spatially uneven distribution of wealth, wellbeing and opportunity, where some places need new infrastructure and development to build on their success, whilst others face the challenges of overcoming disadvantage and creating better living environments.
- Meeting our ambitious targets for reducing greenhouse gas emissions, whilst planning to adapt to the consequences of inevitable climate change.
- Ensuring that new development leads to a healthier environment and to high quality, sustainable places which people want to live in and visit.

1.4 The second National Planning Framework (NPF2) provided a strong, long-term spatial strategy for the development of Scotland. The global downturn has since changed the economic context, and new policy has developed in areas like digital infrastructure and energy. Some of the 14 national developments identified in NPF2 have gained consent, and have been completed or are now well on the way to delivery. Construction of the Forth Replacement Crossing has commenced, and the new Loch Ryan Ferry Port opened in 2011. There have been significant improvements to rail networks in the West of Scotland and the development of the facilities for the 2014 Commonwealth Games are on schedule. Good progress is also being made in improving the electricity grid, whilst other proposals have reached the consenting stage. Plans for enhancing our key airports have progressed, and collaborative working at Grangemouth is helping to address issues such as flood risk management. Some of the longer term projects, such as the Central Scotland Green Network, have gained momentum and are now supported by strong partnerships as a result.
Scotland’s Third National Planning Framework

of the support given to them by NPF2. But NPF2’s achievements go beyond supporting specific developments. Its broader objectives for a strategic approach to sustainable economic growth, good connectivity, renewable energy and environmental protection have influenced strategic and local development plans and decision making across the country.

1.5 We aim to build on this progress. Our work in compiling the Monitoring Report for NPF2, published last year, and the research and stakeholder engagement we have undertaken in preparing this Main Issues Report, confirms our view that the overall spatial strategy in NPF2 remains essentially sound. We therefore envisage a third National Planning Framework – NPF3 – which is an evolution of that strategy, updated to reflect new circumstances, challenges and opportunities, and with an even greater emphasis on ensuring that strategy is given effect through new development and infrastructure.

Scotland Tomorrow – the opportunities

1.6 Our preferred spatial strategy for NPF3 is built on our opportunities. In particular, we note the new opportunities arising from our commitment to respond to the challenge of climate change; the role of our cities in driving growth; the critical importance of knowledge and skills; the increasing premium investors are putting on quality of place and environment; and developing digital technologies. Together, these are changing the economic geography of Scotland, and could play a significant role in narrowing the gap between our highest and lowest performing regions.

1.7 To be sustainable, it is essential that we make the most efficient use of our existing assets – our natural resources, our land, our towns and cities, our infrastructure.

1.8 We have structured this report around the key areas of change that have emerged since NPF2 was published in 2009. We have a long-term ambition, and have identified a series of opportunities in the short term which we believe should be prioritised to help us achieve this. We have also set out some alternative proposals which, although we do not identify them as a priority, also have the potential to support our ambition. Our vision is a Scotland which is:

- A low carbon place. We have seized the opportunities arising from our ambition to be a world leader in low carbon energy generation. Our built environment is more energy efficient and produces less waste, we will have made progress in ensuring our transport networks are largely decarbonised. The benefits are realised across the country.
- A natural place to invest. Our environment and natural resources are respected, they are improving in condition and represent a sustainable economic, environmental and social resource for the nation.
- A successful, sustainable place. We have a growing, sustainable low carbon economy which provides opportunities more fairly distributed between and within all our communities. All our people live in high quality, sustainable places which provide enough homes and foster better health. There is a fair distribution of opportunities in cities, towns and rural areas, reflecting the diversity and strengths of our unique people and places.
A connected place. The whole country has access to high speed fixed and mobile digital infrastructure. We have more and better strategic transport links that facilitate our aspirations for a growing economy and inclusive society.

1.9 This overall vision, comprising these four key priorities, is set out in our preferred strategy map. It shows not just the national developments, but also the other development proposals and key infrastructure which forms part of the spatial strategy.

1.10 This vision demonstrates our commitment to providing opportunities for people throughout Scotland. Many of these opportunities are shared across the country. However, our strategy also shows how local distinctiveness should be recognised and used to shape the future of our unique places and communities. The four national priorities will together provide different futures for different parts of the country. Our emphasis on cities reflects this, but the strategy also considers opportunities for towns and rural areas, and will be informed further by the outcomes of our national review of town centres. The themes come together in Section 6, which outlines a vision for areas of co-ordinated action, building on each area’s strengths.

1.11 In Orkney, the Pentland Firth and North Caithness, we expect that there will be significant new opportunities from our low carbon agenda. Our strategy supports this by planning for future infrastructure needs and fast tracking development needed to support innovation in offshore energy. Inverness is a hub for the Highlands and Islands. Our strategy outlines investment opportunities and consequent development needs around the Moray Firth. We have an opportunity to make use of the international reputation, skills and experience from the oil and gas sector. Our strategy facilitates this, by helping to accommodate further growth and prosperity, in Aberdeen and the North East and elsewhere. Further south, much of our essential infrastructure is clustered around the Firth of Forth. We want to allow for future development needs in this area whilst respecting its unique environmental qualities. To the west, ongoing regeneration of the Glasgow conurbation, focussed around the Clyde, is a continuing priority. Our strategy highlights the need for a step change in environmental quality and the importance of making better use of derelict and vacant land. In the South West, further regeneration and good connections will be required to support a stronger, more sustainable future. There are also opportunities for sustainable economic growth and development beyond these areas, from the Scottish Borders to Argyll, the Western Isles and Shetland. Our strategy therefore reflects on how, at a strategic level, planning can facilitate community led development, targeted infrastructure investment and locally driven growth to build resilience and secure a strong future for all of our population.

1.12 To help make Scotland as a whole a low carbon place, we suggest our spatial strategy:

- Prioritises the infrastructure required to support some of the earliest offshore renewable energy projects.
- Facilitates the development of new carbon capture and storage technologies and contributes to our energy security, by supporting potential projects at Peterhead and Grangemouth.
- Reflects the ongoing need for reinforcements to the electricity grid.
- Helps to provide a framework to develop the infrastructure needed to make significant progress on decarbonising heat by 2050.
• Supports the further deployment of onshore wind farms, but balances this with our commitment to protection for our nationally important landscapes and residential amenity.

• Supports future investment in oil and gas infrastructure, alongside support for carbon capture and storage technology and transfer of skills to support the renewable energy sector.

• Helps to retain the benefits of renewable energy development in Scotland by supporting investment at key sites across the country.

• Facilitates a transition to a lower carbon, more energy efficient built environment.

1.13 To help make Scotland a natural place to invest we suggest our spatial strategy:

• Brings forward commitments to environmental protection from NPF2, and evolves the strategy to focus on how Scotland’s environment should function as an ecosystem that delivers multiple benefits for people in the future.

• Is founded upon an understanding of our key natural and cultural assets, and the contribution they make to our quality of life and our economy.

• Supports key elements of Visit Scotland’s proposed tourism development plan and the wider ambitions of the Scottish tourism industry set out in the Scottish Tourism Alliance’s ‘Tourism 2020 Strategy’.

• Reflects a long-term vision for a national network of long-distance paths and routes, and identifies priority improvements to this.

• Balances national zero waste ambition with local delivery of waste and resource services.

• Recognises the importance of water resources, and continues to support the Metropolitan Glasgow Strategic Drainage Plan.

1.14 To help make Scotland a successful, sustainable place, we suggest our spatial strategy:

• Highlights how planning can help to ensure that Scotland is a great place to do business.

• Reflects the economic geography of Scotland, and the likely changes to this as a result of the transition to a low carbon economy.

• Promotes the creation of high quality, distinctive, sustainable and healthy places.

• Reflects the importance of our cities as drivers of the economy, and the importance of the wider city-regions and our town centres in supporting economic growth.

• Supports economic growth at key locations, including our Enterprise Areas.

• Identifies two nationally significant projects, Dundee Waterfront and Ravenscraig, as national developments.

• Retains the Central Scotland Green Network as a national development, as an integral part of placemaking, with greater focus on active travel and tackling vacant and derelict land and in areas where there are concentrations of economic disadvantage and poor health.

• Maintains a flexible approach to housing provision, reflecting the ongoing challenges and changes in the housing market.
1.15 To help make Scotland a connected place, we suggest that our spatial strategy:
- Is founded upon an ambition for world-class digital infrastructure, fixed and mobile, across Scotland.
- Enhances and makes the best use of our existing infrastructure in preference to building anew.
- Supports the decarbonising of our transport sector.
- Prioritises the enhancement of transport links between our cities.
- Recognises the importance of links to rural areas, in particular in support of the transition to a low carbon economy.
- Identifies enhancements to port facilities associated with Aberdeen Harbour, Grangemouth and further new freight capacity on the Forth as national developments, with longer-term deep-water opportunities at Scapa Flow and Hunterston.
- Recognises the importance of improvements associated with the masterplans of our main airports, retains them as national developments, and considers their broader economic role.
- Identifies a high-speed rail service between Edinburgh and Glasgow and, in time, south to London as a national development.

1.16 Following the consultation on this Main Issues Report, we will take account of the responses we receive and will update this strategy in our Proposed National Planning Framework which we intend to submit to the Scottish Parliament before the end of the year.

1.17 The final strategy maps in NPF3 will be supported by more detail about how the spatial strategy should be delivered on the ground, in particular in those areas where we identify a need for further co-ordinated action. We expect subsequent development plans and planning decisions to support all the elements of the final spatial strategy contained in NPF3, and that it will be used to inform the future policy and investment decisions of the Scottish Government, its agencies and other organisations.
A Low Carbon Place

Our ambition is to achieve at least an 80% reduction in greenhouse gas emissions by 2050

NRIP sites
1. Machrihanish/Campbeltown
2. Hunterston
3. Leith
4. Methil
5. Dundee
6. Aberdeen
7. Peterhead
8. Ardersier
9. Nigg
10. Kishorn
11. Arnish

NRIP – further potential sites
12. Inverclyde
13. Rosyth
14. Burntisland
15. Montrose
16. Ayr
17. Troon
18. Highland Deephaven
19. Stranraer/Cairnryan
20. Sella Ness
21. Lerwick
22. Hatston (Kirkwall)
23. Lyness
24. Scrabster
25. Wick

Proposed National Developments
26. Onshore Infrastructure for offshore renewable energy
27. Grid Infrastructure Enhancements
28. Baseload capacity at existing sites: Longannet and Cockenzie
29. Grangemouth and Peterhead Carbon Capture and Storage
Building on NPF2

2.1 NPF2 aimed to reduce emissions by highlighting the opportunities arising from our very substantial natural resources and emphasising the need to diversify the energy sector. To help achieve this, it identified the reinforcements to the electricity grid network which were necessary to realise the potential of our renewable energy resources. It also supported decentralisation of energy networks. Provision was made for new non-nuclear baseload electricity generating capacity supported by carbon capture infrastructure at existing power station sites to replace existing thermal generating capacity which was scheduled to close.

2.2 By 2010, Scotland’s greenhouse gas emissions were 24.3% below 1990 levels. In 2012, we met the equivalent of 39% of our electricity demand from renewable sources. However, we need to intensify our efforts to reduce both demand for energy and the emissions associated with the production of the energy we will continue to need.

2.3 On 29 January this year, we published Low Carbon Scotland: Meeting our Emissions Reduction Targets 2013-27. This is a draft of the second report on proposals and policies (RPP2) for meeting Scotland’s annual greenhouse gas emissions targets, and has recently been subject to Parliamentary consideration. It outlines the benefits of a low carbon Scotland – economic, social and environmental. It clearly shows the scale of the challenges, and the opportunities, in reducing emissions from our built environment, transport systems, waste management and other sectors. It recognises the important role of our spatial planning system. NPF3 will help deliver the package of proposals and policies outlined in RPP2.

2.4 For the energy sector, we are committed to achieving a number of long-term targets:

- reduce total final energy demand by 12% by 2020 (from the 2005-2007 baseline), covering all fuels and sectors;
- achieving a carbon intensity of 50g CO₂/kWh of electricity generation in Scotland, an 83% reduction on the estimated 291g CO₂/kWh in 2011;
- meeting at least 30% of overall energy demand from renewables by 2020 (this includes generating the equivalent of at least 100% of gross electricity consumption from renewables by 2020, with an interim target of 50% by 2015);
- sourcing 11% of heat demand and 10% of transport fuels from renewable sources by 2020;
- achieving at least 500MW of renewable energy in community and local ownership by 2020; and
- by 2050 Scotland will have a largely decarbonised heat sector with significant progress made by 2030.
2.5 This will result in unprecedented opportunities for development, investment and growth over the coming years, with different opportunities in different parts of the country. The low carbon energy sector is fast moving and will continue to be shaped by technological innovation and a changing environment. As a result, our strategy must remain sufficiently flexible to adapt to uncertainty and change, and to grasp the new opportunities which will undoubtedly emerge.

2.6 Our early engagement in the development of NPF3 confirmed that stakeholders, across all sectors, recognise that helping to reduce greenhouse gas emissions is a key issue for NPF3. There were many suggestions for infrastructure improvements, including from the development sector and utilities companies, who together highlighted significant opportunities for economic benefit and investment in renewable energy and other technologies. There was marked support for maximising the economic benefits from the deployment of offshore renewables, and for planning of onshore wind energy in the right locations.

NPF3

2.7 We propose that NPF3 builds on NPF2 and helps to deliver the measures in our second report on proposals and policies (RPP2) by:

- continuing to recognise the importance of reducing the demand for energy;
- promoting greater use of renewable sources of heat energy and recovery of ‘waste’ heat;
- supporting the further deployment of onshore wind farms, whilst addressing concerns raised about the impacts of some wind energy development;
- supporting and capitalising on the opportunities for offshore wind, wave and tidal energy development;
- reflecting the objective of greater community and local ownership of renewable energy;
- supporting the development of carbon capture and storage infrastructure to minimise emissions from base-load generation;
- highlighting the opportunities to use heat mapping to help identify the strategic opportunities for district heating and cooling;
- identifying further necessary enhancements to the electricity transmission and distribution grid; and
- linking these ambitions with opportunities for growth and development which are emerging across the country.

2.8 Elsewhere in this Main Issues Report we set out how we think NPF3 should support decarbonisation of the transport sector and more efficient waste management. Land management, including protection and restoration of peatland and woodland expansion will also make an important contribution to reducing emissions, as explored in Section 3.
Reducing energy demand

2.9 The aim of improved energy efficiency is an essential element of this strategy, in our proposals for settlements, transport, digital links, waste and energy. The draft Scottish Planning Policy indicates that development plans can help deliver this at the regional and local levels. The Building Regulations set out the emissions standards required in new buildings, whilst energy efficiency improvements to our existing building stock are also being taken forward as actions in the upcoming Sustainable Housing Strategy. Actions being developed following consultation in 2012 include an Energy Efficiency Standard for Social Housing and the development of draft regulations for minimum energy efficiency standards for private sector housing.

Heat

2.10 Heat constitutes around half of our total demand for energy, and we aim to generate 11% of our heat requirement from renewable sources by 2020. We are on track to achieve this target, producing an estimated 1,696 GWh of renewable heat. Around 89% of renewable heat in 2010 was sourced from biomass installations. Our ambition is to see a largely decarbonised heat sector by 2050, with significant progress made by 2030. We have published an outline heat vision setting out draft deployment guidance, with overarching priorities to reduce the need for heat; supply heat efficiently and at least cost to consumers; and use renewable and low carbon heat resources. We will publish a Heat Generation Policy Statement later this year to set out scenarios for delivery of that vision.

2.11 In the longer term, we expect contributions from deep geothermal and other emerging technologies to become more significant. We will also need to consider the case for investment in infrastructure to deliver low carbon heat through the gas grid, electricity grid, large-scale district heating schemes, energy storage and microgeneration. We must also take into account that over time, demand for heat will reduce, at least within the domestic sector, as a result of improved energy efficiency in buildings old and new.

2.12 In the meantime, the Agenda for Cities notes the potential contribution of combined heat and power energy systems, and the importance of higher urban densities as a consideration in determining the viability of installing the necessary infrastructure. Recovering heat currently wasted from large-scale thermal power stations offers a key opportunity to achieve greater efficiency from our energy infrastructure. Map 1 (a) and (b) show planned and existing district heating networks in Scotland, illustrating that there are many opportunities to extend these further.

2.13 The draft Scottish Planning Policy indicates that planning authorities should plan for the efficient use of available sources of heat.

Question 1: How can NPF3 support the transition to a largely decarbonised heat sector? How could NPF3 go further in supporting a spatial framework to help achieve our ambition of decarbonising the heat sector and guiding the necessary infrastructure investments?
Map 1a – Planned district heating schemes in Scotland

Key
- Biomass (wood) CHP
- Biomass (wood) primary combustion
- CHP
- EFW - AD - CHP
- EFW - gasification - CHP
- EFW - pyrolysis - CHP
- EFW - pyrolysis+gasification - CHP
- EFW - unknown - CHP
- GSHP
- Gas - CHP
- Gas boiler
- Gas boiler - heat only
- Solar thermal
- TBC
- Unknown - CHP
- WSHP
- Waste heat from industrial process
- unknown

Size (MWh/Year)
- Less than 500
- 500 - 999
- 1,000 - 9,999
- 10,000 and above

Each point represents the technology type and estimated yearly heat output per installation, not the physical size of the network.
Map 1b – Existing district heating schemes in Scotland

Key
- Biomass (wood) primary combustion
- Biomass (wood) primary combustion - heat only
- EFW - landfill gas - CHP
- EFW - municipal waste - primary combustion - heat only
- GSHP
- Gas CHP
- Gas boiler - heat only
- Gas trigeneration
- Oil boiler - heat only
- WSHP

Size (MWh/year)
- Less than 500
- 500 - 999
- 1,000 - 9,999
- 10,000 and above

Each point represents the technology type and estimated yearly heat output per installation, not the physical size of the network.
Onshore wind

2.14 The target of generating the equivalent of at least 100% of gross electricity consumption from renewables by 2020 will require around 14-16 GW of capacity to be deployed over the next 7 years, and onshore wind will play a significant role in achieving the target. Whilst we will increasingly see the development of offshore renewable energy generation, the further deployment of onshore wind remains a key strand in our efforts to reduce greenhouse gas emissions and achieve a balanced energy supply.

2.15 The Scottish Government supports onshore wind energy development in appropriate locations. The contribution that onshore wind is making to our energy generation sector is evidence of the success of our approach. So too is the fact that developments to date have largely avoided our nationally and internationally protected areas. While there is strong public support for wind energy as part of the renewable energy mix, views on onshore wind in particular locations can vary. In some areas, concern is being expressed about the scale, proximity and impacts of proposed wind energy developments. In others, it is recognised as an opportunity to improve the long-term resilience of rural communities, particularly from locally-owned schemes, and also where benefits from commercial developments are secured.

2.16 Accompanying the continuing priority to ensure green forms of electricity is the requirement to ensure that wind farms are appropriately sited and well designed. The draft Scottish Planning Policy adjusts the policy approach. It explains how planning authorities should continue to prepare spatial strategies for onshore wind development. It indicates that planning authorities should determine what scales of wind farm these should cover, and that they may identify areas where cumulative impacts mean capacity has been reached. It also clarifies the matters to be taken into account when considering the impacts of individual development proposals.

2.17 Local authorities have extended their coverage of spatial frameworks for onshore wind as supplementary guidance, but concerns have been expressed about their consistency. We remain of the view that planning authorities are best placed to plan for onshore wind at the local level, including assessment of any cumulative impacts. However, many of those who have engaged with us in preparing this Main Issues Report and beforehand, believe there is a need for clearer spatial guidance at the national level. We see merit in indicating where, from a national perspective, there are known to be significant landscape constraints to large-scale onshore wind energy development.

2.18 Map 2 shows our finest and most iconic landscapes – National Parks and National Scenic Areas. The draft Scottish Planning Policy makes clear that the Scottish Government does not wish to see new wind farms in these areas. In addition to our nationally important, most scenic, landscapes, we also want to continue our strong protection for our wildest landscapes.

2.19 Scottish Natural Heritage has for many years advised planning authorities and developers on the landscape and natural heritage issues to be considered when planning for new wind farm development. In keeping with Scottish Planning Policy, it has consistently advised against wind farm development which would adversely affect the character of our wildest landscapes. Its map of ‘search areas for wild land’ (SAWLs) developed in 2002, has informed this advice.
Map 2 – National Scenic Areas and National Parks

Key
- NSA
- National Park
2.20 SNH has been updating its wild land mapping using modern GIS tools to provide a more objective approach to understanding wild land. Based on a number of attributes like naturalness of the land cover, ruggedness, remoteness from roads and the visible lack of modern man-made structures, SNH has published an updated map showing the ‘core’ areas of wild land in Scotland.

2.21 Ministers do not intend to legislate for new environment designations in Scotland, and core areas of wild land would not be designated under statute. However, we think the SNH mapping can inform future planning for wind farm development.

**Question 2: How can we provide better spatial guidance for onshore wind?**

Scottish Planning Policy already safeguards areas of wild land character. Do you agree with the Scottish Government’s proposal that we use the SNH mapping work to identify more clearly those areas which need to be protected?

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### Offshore renewable energy

2.22 We want Scotland to be a world leader in offshore renewable energy. In time, we expect that the pace of onshore wind energy development will be overtaken by a growing focus on our significant offshore renewable energy opportunities, including wind, wave and tidal energy. These technologies have the potential to supply up to 10 GW of electricity for use in Scotland or for export.

2.23 ‘Blue Seas-Green Energy’, a plan for offshore wind, was published in 2011. It identified six sites within Scottish Territorial Waters for development in the short term. Phase 1 of the National Renewables Infrastructure Plan (NRIP) identifies 11 ports as having potential to support the offshore wind sector. NPF2 recognised the potential for marine energy, but since its publication in 2009 more specific proposals have emerged as shown in Map 3.

2.24 Wave and tidal energy opportunities are also developing: a Marine Energy Park has been established in the Pentland Firth and Orkney Waters, and significant further opportunities off the west coast are emerging. Scotland’s two Low Carbon/Renewables Enterprise Areas, comprising seven sites, encourage businesses to bring forward investment and development decisions to maximise opportunities in the renewables sector for cities, rural areas and our islands.

2.25 Marine Scotland is reviewing its plan for offshore wind, and a revised version will be published for consultation, along with new sectoral plans for wave and tidal energy, later in 2013.

2.26 We believe that NPF3 should complement marine planning by addressing the significant onshore development requirements arising from offshore wind, wave and tidal energy development. We think a co-ordinated approach is required to ensure that the ambitions for this sector are realised as soon as possible, and that the priorities for NPF3 should be to:

- identify and support the onshore electricity grid infrastructure required to realise the early opportunities for offshore renewables; and
- support investment in, and the development of, ports and Enterprise Areas to facilitate the construction and servicing of offshore renewable energy.
Map 3 – Opportunities for Marine Renewable Energy

Key:
- Wave Site
- Tidal Site
- Offshore wind - Territorial Waters Round
- Offshore wind - Round 3 Wind Farm Zone
- Demonstration Wind Farm Site
- Robin Rigg Windfarm
- Potential Offshore Grid Upgrades

Wind Draft Plan Options
Wave Draft Plan Options
Tidal Draft Plan Options
2.27 Key projects that will require grid connection and associated infrastructure include those being taken forward in the Pentland Firth and Orkney Waters Marine Energy Park and the first tranche of offshore wind energy projects off the east coast off the Forth, the Tay, and in the Moray Firth. **We propose to identify the key onshore infrastructure requirements arising from these offshore projects, as a national development in NPF3.**

<table>
<thead>
<tr>
<th>National development</th>
<th>Onshore infrastructure for offshore renewable energy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Why it is needed</td>
<td>To assist the early delivery of key offshore renewable energy projects</td>
</tr>
<tr>
<td>Description</td>
<td>Onshore electricity connections, substations and converter stations associated with proposed offshore renewable energy projects in the Pentland Firth and Orkney Waters and off the Forth, Tay and Moray Firths</td>
</tr>
</tbody>
</table>

2.28 In the longer term we believe that there will be a need for further strategic thinking on the onshore and offshore grid connections required to deliver our vision for low carbon energy. For example, we could look to identify opportunities for synergies between projects, and for strategic connections that make best use of existing infrastructure. In particular, we could focus connections on a limited number of key hubs to avoid a proliferation of coastal landfalls. This would be consistent with the recognition of key locations such as Cockenzie and Peterhead within our preferred spatial strategy.

**Question 3: How can onshore planning best support aspirations for offshore renewable energy?**
Should we include onshore infrastructure requirements of the first offshore wind developments, wave and tidal projects as a national development?

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**Community ownership**

2.29 Scotland's renewable energy resources create important opportunities beyond commercial development and investment. Our ambition is to significantly increase the combined capacity of community owned schemes to at least 500 MW by 2020.

2.30 The Renewable Energy Routemap reported that at least 147 MW of community and local schemes had been installed by 2012, spread across 3,400 sites.

2.31 Early engagement on NPF3 suggested that realising this target should be recognised as a priority, to ensure local benefits are realised and to help achieve a more decentralised energy network. Community renewable energy projects can empower people, providing social and financial benefits which in turn contribute to the broader objectives of supporting rural communities in particular, and making sustainable use of our natural assets.

2.32 We see that this is an important objective, but given the likely scale and broad distribution of community energy schemes it is not possible to identify where these should be prioritised in a national spatial strategy. Section 4 does, however, take this potential into account in its recommendations for sustainable rural development and the consultation on the draft Scottish Planning Policy provides a further opportunity to consider the role of community benefits within planning decision making.
Base-load electricity generation requirements

2.33 Our electricity policy aims to achieve a mix of generation which can be largely decarbonised by 2030. Although we want to deliver the equivalent of 100% of our gross electricity consumption from renewables by 2020, and to develop our capacity for energy storage, we will still see a role for thermal generation as part of a balanced mix.

2.34 Our draft Electricity Generation Policy Statement (EGPS), published for consultation last year, proposes a minimum of 2.5 GW of thermal generation, progressively fitted with Carbon Capture and Storage (CCS) technology to bring down greenhouse gas emissions. Map 4 shows key existing and potential generating sites.

2.35 There will be no nuclear new build in Scotland, although we have not ruled out extending the operating life of Scotland’s existing nuclear power stations, at Hunterston and Torness, to maintain security of supply over the next decade while the transition to renewables and clean thermal generation takes place.

2.36 Some have argued that there is no place for fossil fuel generation as part of the energy mix. The Scottish Government does not view unabated fossil fuel generation as a reasonable alternative given the importance of developing an increasingly low carbon generation mix and maintaining a diverse and secure supply of electricity, and we remain committed to the development of CCS infrastructure in support of the decarbonisation agenda.

2.37 The natural conditions required to store carbon are abundant in the geological formations of the oil and gas fields of the North Sea. This provides an opportunity for Scotland to become a centre of expertise in carbon capture and storage technology. We aim to demonstrate this at a commercial scale by 2020, with full retrofit across conventional fossil fuel power stations by 2025-30.
NPF2 designated new non-nuclear baseload capacity at existing power station sites, including Longannet, Cockenzie and Peterhead, as a national development.

An application to Scottish Ministers for a new coal-fired power station with CCS at Hunterston has been withdrawn and the operating life of the Hunterston B nuclear power station has been extended to 2023. Longannet is no longer being considered by the UK Government’s Department of Energy and Climate Change (DECC) as a demonstration plant for CCS. The Peterhead gas power station with CCS project has recently been awarded preferred bidder status in this competition, and a proposal at Grangemouth remains on the reserve list. They could play a key role in taking forward our ambition to develop this technology and make best use of our natural storage capacity.

The Peterhead CCS project provides an opportunity to develop the world’s first commercial-scale full chain CO₂ capture, transportation and storage project. It would collect up to 10 million tonnes of CO₂ emitted from Peterhead Power station over 10 years, and store it in the depleted Goldeneye gas reservoir, some 100 km offshore. The Captain project at Grangemouth proposes a c700 MW Integrated Gasification Combined Cycle Power Station with carbon capture; transporting the CO₂ via an existing gas pipeline to St Fergus; a CO₂ transport hub at St Fergus and then storage of the CO₂ within the Captain Sandstone Fairway beneath the North Sea.

We believe that both of these projects should be identified as national developments in NPF3. This is despite Grangemouth not being shortlisted by DECC as a demonstration plant for CCS as, in the longer term, it retains strategic significance to our CCS ambitions. Both projects have the potential to make best use of our existing infrastructure and expertise and are located in industrial areas close to pipelines through which the CO₂ can be transported. They can also draw on existing technical expertise in the oil and gas sectors. Environmental issues would, however, need to be resolved at the project consenting stage, including potential issues arising from the Grangemouth project’s location adjacent to the Firth of Forth Special Protection Area.

<table>
<thead>
<tr>
<th>National development</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carbon capture and storage</td>
<td>Peterhead Carbon Capture and Storage – redevelopment of existing Peterhead gas power station including development required for the capture, transportation, compression and onshore storage of carbon dioxide</td>
</tr>
<tr>
<td></td>
<td>Carbon dioxide transport hub at St Fergus</td>
</tr>
<tr>
<td></td>
<td>Captain: The Clean Energy Project – Integrated Gasification Combined Cycle Power Station at Grangemouth with development required for capture and compression of carbon; new and modified pipelines and associated compressor stations to transport carbon dioxide; connection(s) to the national electricity grid. Coal fuel storage</td>
</tr>
</tbody>
</table>
2.42 National Grid has proposed that NPF3 should make a commitment to establishing a CCS pipeline from Grangemouth to St Fergus, and offshore thereafter, as a national development, recognising the importance of St Fergus as a national asset. We propose including any significant pipeline requirements as part of any national development for CCS. Given the scale of the baseload requirement identified in the draft EGPS, the advantages of the Peterhead and Grangemouth projects noted above, and our focus on making best use of our existing resources and infrastructure, we do not consider there to be a need to retain a new power station at Hunterston as a national development in NPF3.

2.43 The current coal-fired power station at Cockenzie has closed. Scottish Power was recently given consent for a new efficient Combined Cycle Gas Turbine at this site.

2.44 Given their continuing importance during the period in which CCS technology is being developed, we believe that national development status should be retained for Longannet and Cockenzie. The description of the national development should be sufficiently flexible to reflect the dynamic nature of the energy sector and the importance of these sites as centres of expertise and employment. There may also be opportunities for heat produced by electricity generation on these sites to contribute to our space heating requirements.

<table>
<thead>
<tr>
<th>National development</th>
<th>New non-nuclear base-load capacity at existing power station sites</th>
</tr>
</thead>
<tbody>
<tr>
<td>Why it is needed</td>
<td>To support a diverse, secure and low carbon supply of electricity</td>
</tr>
<tr>
<td>Description</td>
<td>Longannet – new or refurbished electricity generating plant, to be fitted with carbon capture technology by 2030; carbon storage facility</td>
</tr>
<tr>
<td></td>
<td>Cockenzie – new or refurbished electricity generating plant, to be fitted with carbon capture technology by 2030; carbon storage facility</td>
</tr>
</tbody>
</table>

**Question 4: How can we support the decarbonisation of baseload generation?**

Do you think that NPF3 should designate thermal power generation at Peterhead and/or a new CCS power station at Grangemouth, with associated pipeline infrastructure, as national developments?

Is there also a need for Longannet and Cockenzie to retain their national development status as part of a strategy of focussing baseload generation on existing sites?
Electricity transmission, distribution and storage

2.45 The Scottish Government is working with a wide range of partners to deliver a strategically-planned onshore and offshore electricity transmission network to support the realisation of Scotland’s full energy potential, especially renewable energy.

2.46 NPF2 designated a series of enhancements to the electricity grid as a national development. Some of these projects have been completed and others are in progress, but there is a need for additional strategic connections to provide access to areas where natural energy resources, and opportunities for investment, are greatest. We propose that NPF3 retains and updates the existing national development, incorporating requirements for further enhancements.

<table>
<thead>
<tr>
<th>National development</th>
<th>Electricity grid reinforcements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Why it is needed</td>
<td>To provide the transmission capacity to realise the potential of Scotland’s renewable energy resources and maintain long-term security of electricity supply</td>
</tr>
<tr>
<td>Description</td>
<td>New and modified onshore cables and overhead lines; onshore infrastructure for new and modified subsea cables, including connections to the islands, England, Northern Ireland and Norway; new converter stations; new and extended substations</td>
</tr>
</tbody>
</table>

2.47 A key element of our preferred spatial strategy, informed in part by the economic opportunities emerging from onshore and offshore renewable energy, is that the proposed subsea links to Orkney, Shetland and the Western Isles should remain a priority in NPF3. These projects not only support development opportunities but will support the long-term resilience of these island communities.

2.48 NPF2 also highlighted a longer-term aspiration to develop international sub-sea links. Since its publication, a link between Peterhead and Norway has been proposed and there is ongoing work to develop an integrated offshore grid at the European level. To the west of Scotland, the ISLES Project, which will link offshore renewable energy resources with Northern Ireland and the Republic of Ireland, is also at an early stage of conceptual development. This is expected to form an important connection in the longer term, with a potential landfall at Hunterston. These projects provide internationally significant opportunities to export energy and address the intermittency of some types of renewables by facilitating transfer and storage of excess energy.

2.49 These projects are shown in Map 5.

2.50 To emphasise the importance of international links and build on the role of Peterhead as a key hub, we propose including the onshore connection and other infrastructure required for possible interconnection from Scotland to Norway as part of the national development relating to grid enhancement.
Map 5 – Updated Grid Enhancement Projects

Key

- **400kV Transmission Circuit**
- **400kV Transmission Circuit - upgrade**
- **275kV Transmission Circuit**
- **275kV Transmission Circuit - upgrade**
- **132kV Transmission Circuit**
- **132kV Transmission Circuit - new**
- **132kV Transmission Circuit - upgrade**
- **Unknown**
- **220kV Subsea Cable**
- **HVDC Link**

- **400kV Substation**
- **400kV Substation - new / upgrade**
- **275kV Substation**
- **275 kV Substation - new / upgrade**
- **132kV Substation**
2.51 We could, as a further alternative, also include the connections required for the ISLES project as part of this national development. Our preferred spatial strategy supports the development of the ISLES project. However, there is less certainty about the location and nature of its onshore requirements, so we are not inclined to favour its inclusion as a national development at this time.

2.52 The draft EGPS also highlighted the potential of energy storage in supporting the development of renewable energy generating capacity and the diversification of energy supplies. National locational priorities for storage projects are not yet clear, but it is important that NPF3 reflects the importance of existing and emerging technologies to support the development of the sector as a whole.

Question 5: What approach should we take to electricity transmission, distribution and storage?
Should we update the suite of grid enhancements, and include the landfall of a possible international interconnector from Peterhead? What projects should be included?
What more can NPF3 do to support the development of energy storage capacity?

Further opportunities in the oil and gas sector

2.53 The oil and gas sector has a strong future, and remains a key part of our economy. The industry was worth around £27.3 billion in 2011 and is one of Scotland’s most important sources of exports. While we propose that NPF3 should focus heavily on the transition to the low carbon economy, our strategy is also to make the most of our existing natural and economic assets. This includes those associated with our oil and gas industry, whose technology and skills are readily transferable to the development of renewable energy.

2.54 Since the 1970s, approximately 39 billion barrels of oil equivalent (boe) have been extracted from the UK Continental Shelf. Current estimates suggest that there are up to 24 billion boe still to be extracted. With recent increases in oil and gas prices this means the potential value of remaining oil and gas reserves is very significant. Work is underway to construct a major new gas plant adjacent to the existing Sullom Voe Oil Terminal in Shetland and substantial investment has been committed to improve and refurbish the existing terminal in preparation for increased flows of oil from West of Shetland. There will also be important economic opportunities arising from the decommissioning of existing offshore oil and gas infrastructure, particularly in areas such as the North East, the Moray Firth, Shetland, Orkney and the Western Isles. Finally, as noted in the draft Scottish Planning Policy, there are emerging opportunities to utilise our onshore reserves of ‘unconventional’ gas, such as shale gas and coal bed methane, in ways which are compatible with the protection of the environment.

2.55 These opportunities inform our spatial strategy, and we think that initiatives to consolidate and develop this sector, such as the Energetica project in the North East, aspirations for wave energy in the Western Isles and the Ardeer Energetics Cluster in Ayrshire, should be reflected in our spatial strategy. Key existing oil and gas infrastructure at Flotta, Sullom Voe, St Fergus and Grangemouth will remain very important and it is essential that it is protected from development which could compromise its potential. Some of the
projects associated with the renewables sector, for example at the National Renewables Infrastructure Plan (NRIP) ports, can also support the oil and gas sector as well as the growing passenger cruise industry. The draft Scottish Planning Policy also supports this by recognising the need to safeguard these important sites.

2.56 National Grid has highlighted the need for works to enhance the capability to change flows in the gas pipeline network, including increasing north to south flows to enable changes to the compressor fleet to meet emissions targets. This would require changes such as extensions to existing compressor sites, new sites, and the installation of flow control valves. As consenting requirements cannot yet be fully defined, we do not propose that these developments are taken forward as national developments, but we believe that they should be recognised as a nationally important aspiration in NPF3.

Retaining the benefits from the energy sector in Scotland

2.57 We want to ensure that the growing use of our natural energy resources leads to investment and new development opportunities across the country, retaining the benefits in Scotland as far as possible.

2.58 We propose that NPF3 supports the delivery of the National Renewables Infrastructure Plan (NRIP) by prioritising the improvements in infrastructure it identifies. Some development and infrastructure projects associated with the NRIP sites are progressing in the short term and may come forward for consenting during the preparation of NPF3. These sites have the potential to become hubs for development and investment in renewable energy, and to contribute to our aspiration for more regionally balanced development in the long term. They need to be well connected by land and sea.

2.59 Map 6 shows the Phase 1 sites, which we think should form a focus for the spatial strategy.
2.60 The Forth and Tay and, more specifically, the ports of **Leith, Methil and Dundee** provide a key focus for activities in the short term. The proximity of these areas to the first round of offshore wind developments in Scottish Territorial Waters means that development proposals are already coming forward. NPF3 should recognise the national significance of these locations and emphasise the need for that to be reflected in development plans for the east of Scotland. As explored in Section 3, the strategy could also support delivery of any compensation measures required to offset the impacts of development on areas protected by environmental designations.

2.61 We consider that the proposed expansion of **Aberdeen Harbour** merits designation as a national development, partly due to its contribution to the renewables sector, but also in recognition of its wider role in supporting international trade, links with Orkney and Shetland, and the importance of its contribution to the economy of the North East and Scotland as a whole. This is discussed in more detail in Section 5. **Peterhead** is identified in Phase 1 of the National Renewables Infrastructure Plan as a location for manufacturing, operations, maintenance and support, building on its role as an energy hub and supporting a range of technologies.

2.62 There are opportunities for many areas around our coasts to benefit from our low carbon strategy. The Moray Firth, Western Isles, Caithness, Orkney, Shetland and Argyll have the potential to see significant investment. Phase 1 sites identified in the National Renewables Infrastructure Plan include **Arnish, Ardersier, Kishorn, and Nigg**.

2.63 We believe there would be particular benefit in NPF3 supporting the implementation of the Pentland Firth and Orkney Waters wave and tidal projects which are coming forward in the short term. As well as onshore infrastructure requirements, wider economic and development opportunities extend to a number of ports and harbours including Lyness, Hatston, and Scrabster. Prioritising development in support of these wave and tidal projects could assist with the restructuring of the Caithness economy, helping to offset the eventual loss of jobs and investment resulting from the decommissioning of the Dounreay nuclear facility. In Argyll, the **Campbeltown/Machrihanish** hub offers a key opportunity to support emerging opportunities for wind, wave and tidal development off the west coast. In Ayrshire, Hunterston is a location with considerable potential to support the renewable energy sector, through test and demonstration facilities and as a site for manufacturing.

2.64 There are further medium-term opportunities which go beyond those identified in Phase 1 to provide further support for onshore wind, wave and tidal technologies. These include sites at Inverclyde, Burntisland, Montrose, Ayr and Troon, Highland Deephaven, and Stranraer/Cairnryan. Sites specifically being considered for wave and tidal energy, in addition to the Phase 1 sites also include Sella Ness, Lerwick, Hatston (Kirkwall), Lyness, Scrabster, and Wick. Further information on Stage 2 of NRIP will be available in due course.

2.65 There are also important low carbon business and investment opportunities in our cities, most obviously in Aberdeen but also in Dundee, Glasgow and Edinburgh, where energy companies are increasingly investing in headquarters and hubs of expertise. We consider that NPF3 best supports this by placing emphasis on improved connectivity, within and between cities and with the rest of the world.
2.66 Education and training are essential components of the transition to the low carbon economy, and will support investment in our centres for learning. Research, development and technological advancement are key to the long-term success of this sector. This emphasises the continuing importance of initiatives such as the University of the Highlands and Islands and the Crichton Campus in Dumfries in promoting a wide geographical spread of expertise and opportunity.

2.67 Our preferred spatial strategy is informed by all these opportunities.

**Question 6: Does our emerging spatial strategy help to facilitate investment in sites identified in the National Renewables Infrastructure Plan?**

Are there consenting issues or infrastructure requirements at NRIP sites that should be addressed in NPF3 through national development status or other support?
A Natural Place to Invest

Our ambition is to respect, enhance and make responsible use of our natural and cultural assets.

Detail key

Environment

1. Scenic Corridors
2. National Scenic Areas, National Parks and Biosphere Reserves
3. National Cycling and Walking Network

Proposed National Developments

1. Metropolitan Glasgow Strategic Drainage Plan
2. Central Scotland Green Network
Building on NPF2

3.1 NPF2 identified a number of issues relating to Scotland’s environment and natural resources. Key objectives included protecting and enhancing natural, built and cultural heritage, strengthening green infrastructure and improving water, air and soil quality. Overall, the importance of the environment as one of Scotland’s chief assets was emphasised strongly. The Central Scotland Green Network, which is promoting a step change in environmental quality across the most densely populated part of the country, was designated as a national development.

3.2 Some of the key themes emerging from our engagement in preparing for this Main Issues Report are:
   - recognition that the components of our environment are inter-connected;
   - strong support for the Central Scotland Green Network;
   - support for realising the full potential of recreational assets like canals and long-distance paths;
   - a high value placed on landscape, especially our most special landscapes, and attention to ensuring that new onshore wind farms reflect their quality; and
   - emerging ideas for national level ecological networks.

3.3 The National Planning Framework has played a significant part in the evolution of the environmental policy agenda over the past decade. Whilst the strong commitment to protecting designated sites and the wider environment remains, policies have increasingly emphasised the value of the environment to our economy, identity and quality of life. There has also been increasing recognition of the complex interrelationships which form and sustain our environmental assets, and the essential ‘ecosystems services’ they provide – including attenuation of flooding, storage of carbon, pollination of crops and opportunities for recreation, delivering both personal health and wider economic benefit to the community.

NPF3

3.4 We recognise both the intrinsic value of our natural and cultural assets, and their importance in providing essential services, supporting quality of life and sustaining economic growth. We have already set out how we can make best use of our natural energy resources. This will involve challenges for the environment that need to be carefully managed, as well as opportunities for enhancement.

3.5 We propose that NPF3 continues this approach by:
   - identifying our key environmental assets;
   - identifying opportunities to enhance green infrastructure and environmental resilience. These opportunities also feed into to Section 4, where we consider the Central Scotland Green Network as an integral part of placemaking;
   - promoting sustainable tourism and recreation, including major events;
   - supporting sustainable resource management.
Key assets

3.6 Our principal physical asset is our land. The Government’s Land Use Strategy, published in 2011, sets out key principles for the use and management of Scotland’s land, and reflects its importance as an integral part of our ecosystem. NPF3 will be consistent with these principles, and they will also inform our review of Scottish Planning Policy.

3.7 Much of Scotland’s population lives close to our most productive land. Demand for new homes and other development is often greatest in areas where our prime land is concentrated, especially in the east of the country (see Map 7). There is a role for NPF3 in supporting the food and drink sector. Opportunities for planning to help to reduce emissions from the food sector, contribute to health and increase long-term resilience were flagged up during early engagement, but the initiatives proposed tended to be relatively localised. We believe that the Proposed Framework should emphasise the continuing importance of prime land in supporting production, but go beyond this to reflect the importance of maintaining a high quality environment to support Scotland’s food and drink sector.

3.8 Map 8 shows existing woodland cover. The Scottish Forestry Strategy aims to encourage sustainable management of existing woodlands, and promote an expansion of woodland cover. Scottish Government policy is to increase the rate of woodland creation to 10,000 hectares per year, which is consistent with the recommendation made by the Woodland Expansion Advisory Group in 2012 to create 100,000 hectares of new woodland over the next 10 years. This will help meet climate change targets and, as part of this, the Government has pledged to plant 100 million trees by 2015 – equivalent to 10,000 hectares per year. There will be a review of woodland creation targets towards the end of this decade, assessing what rates are needed in the 2020s to ensure we meet emissions reduction targets and other forestry and land use objectives.

3.9 Peatlands are an important habitat for wildlife and are a very significant carbon store, containing 1,600 million tonnes of the 3,000 million tonnes in all Scottish soils. Peat depth is shown in Map 9. The Scottish Government, with Scottish Natural Heritage and other stakeholders, is developing a programme of peatland restoration across Scotland to help reduce our greenhouse gas emissions and enhance biodiversity. Peatland is an important biodiversity and carbon storage resource requiring protection, and the potential impacts of development on it, in particular wind farms, are already being taken into account in the consenting process.

3.10 The draft Scottish Planning Policy indicates that assets like prime quality agricultural land, woodland and deep peat should be protected, and that this protection should be balanced against the need for new development and infrastructure.

3.11 The scenic qualities of Scotland’s landscapes are a spectacular resource, contributing hugely to our quality of life, our cultural identity and the visitor economy. Section 2 of this Main Issues Report emphasises the need for major wind energy developments in particular to respect our most natural places – specifically National Parks, National Scenic Areas. The quality and iconic nature of our built environment, and the cultural distinctiveness of our landscapes, will continue to be protected, playing a key role in attracting visitors and reinforcing Scotland’s image internationally.
3.12 Our biodiversity, as illustrated in Map 10 which shows our internationally and nationally protected sites, requires continuing protection. Green infrastructure and ecological networks have been proposed as national developments by a number of organisations. Some have suggested that these should be based on a network of protected sites, land being managed or restored for conservation aims, and other environmental assets. We regard this as an excellent long-term aspiration.

3.13 As we want to prioritise action to achieve measurable outcomes in the coming years, we do not consider that such a broad suite of measures, reliant as they are on land management practices, the Scotland Rural Development Programme and other mechanisms, is appropriate for designation as a national development in the third National Planning Framework.

3.14 A range of initiatives, such as peatland restoration and the various landscape partnerships around Scotland, already aim to achieve some of the elements of the national developments which have been proposed. The Scottish Biodiversity Strategy sets out policies to protect and enhance the health of the natural environment, including measures to tackle the fragmentation of habitats and develop connections between protected areas.

3.15 We will continue to work to ensure that NPF3 and our strategies in policy areas such as biodiversity and land use are co-ordinated to achieve multi-dimensional, cross-sector objectives. A good example of this is the pilot regional land use frameworks we are setting up in Aberdeenshire and the Borders, in partnership with these local authorities. These will show how a more joined-up approach to land use and planning could work at a local level.

Question 7: Can NPF3 do more to support sustainable use of our environmental assets?
- Should NPF3 propose any specific actions in relation to the role of land use in meeting climate change targets, for example for woodland expansion, peatland or habitat restoration?
- Should the strategy be more aspirational in supporting the development of a National Ecological Network? If so, what should the objectives of such a network be?

3.16 In addition, there is potential to complement our aspirations for nationally significant new infrastructure development around the Firth of Forth with strategic habitat and landscape enhancement. The RSPB Futurescapes project is an example of this. To help take this forward, a collaborative approach around the Forth, expanding the scope and remit of the area for co-ordinated action identified in NPF2, could be helpful. We therefore propose to highlight this objective in NPF3 and identify key actions within the NPF Action Programme. We think this should also be a priority within the wider objectives of the Central Scotland Green Network (see Section 4).

Question 8: What should NPF3 do to facilitate delivery of national development priorities in sensitive locations?
- Would it be helpful for NPF3 to highlight the particular significance of habitat enhancement and compensatory environmental measures around the Firth of Forth?
- Which projects can deliver most in this respect?
- Are there other opportunities for strategic environmental enhancement that would support our wider aspirations for development, or could potentially compensate for adverse environmental impacts elsewhere?
Tourism, recreation and the visitor economy

3.17 As noted above, Scotland has a wealth of natural and cultural assets which support our quality of life and our visitor economy. As well as the National Parks, which were highlighted in NPF2, NPF3 could highlight other areas where tourism potential could be further developed, such as the Galloway and Southern Ayrshire Biosphere Reserve and Dark Skies Park; the hubs for outdoor sports that have grown in places such as Fort William and across the South of Scotland, for example at Glentress in the Scottish Borders; the Clyde and Ayrshire Coasts; our canals network; and key tourist destinations like Glasgow, Edinburgh, St Andrews and Perthshire.

3.18 Our preferred strategy is to protect, enhance and use these assets responsibly, and to make our existing infrastructure work harder to deliver more benefits – and support further sustainable economic growth – by ensuring their use can be shared across many sectors. As noted in the draft Scottish Planning Policy, we also expect development plans and planning decisions to reflect these shared infrastructure objectives.

3.19 VisitScotland is preparing a Tourism Development Plan for Scotland which will give guidance on priorities for new tourism development. The first draft of this suggested a need for:

- hotel accommodation, especially in the cities but also in towns and rural areas;
- conference facilities in Glasgow, Edinburgh and Aberdeen;
- more berths for sailing on the west coast;
- improved infrastructure on our most scenic routes (as discussed in Section 5); and
- an enhanced network of long-distance paths.

3.20 As also noted in the draft Scottish Planning Policy, we expect development plans and planning decisions to support these and other objectives in the Tourism Development Plan. At a strategic level, Section 5 identifies ongoing improvements to our transport infrastructure including international gateways and key tourist routes.

Long-distance routes

3.21 Long-distance routes for walking and cycling are a key recreational resource and a significant tourism opportunity. Many of these iconic routes already provide a unique visitor experience in their own right, as well as access to Scotland’s most scenic landscapes and valued natural and cultural heritage. There is wide enthusiasm for developing the coverage of this network, and a number of proposals for national developments have focussed on this. We see a key opportunity in recognising the importance of existing long-distance routes and trails and core path plans prepared by local authorities, and actively enhancing these networks to create a unique, marketable resource. This could benefit not only tourism and recreation, but also help to provide opportunities for everyday cycling and walking. Whilst Map 11 shows some of these key assets, it is not possible to identify specific new routes or links to prioritise on the basis of the proposals we have received to date.
Map 11 – Long Distance Routes for Walking and Cycling

Key
- Scotland’s Great Trails
- National Cycle Network
- National Cycle Network Link
- Regional Cycle Route
- Canal
3.22 Scottish Natural Heritage, with Sustrans and other partners, could lead a project which would bring together existing long-distance cycling and walking routes, set out a long-term vision for such a network and identify, as a priority, the most important ‘missing links’ which could be prioritised and delivered over the next 5 years or so. We think there would be merit in giving such a suite of priority projects national development status in NPF3.

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<thead>
<tr>
<th>National development</th>
<th>Long-distance paths and trails</th>
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<tbody>
<tr>
<td>Why it is needed</td>
<td>To support recreation, tourism and active travel</td>
</tr>
<tr>
<td>Description</td>
<td>New and improved links to further develop a national network of long-distance paths and trails.</td>
</tr>
</tbody>
</table>

3.23 We think the vision should be a linked network, connecting our main centres of population, key tourist resources and public transport hubs. The foundation of this should be our existing routes and trails supported, where appropriate, by shared infrastructure to help ensure the quality of the visitor experience. We also believe the canals network could make a very positive contribution to this, as may some rivers. We ask SNH, now, to engage with Sustrans, Scottish Canals and other partners with a view to submitting a joint response to the consultation on this Main Issues Report, setting out proposals for the long-term vision and an initial suite of priority projects to be considered for national development status.

3.24 Consideration is given to low carbon transport for everyday use in Section 5.

Question 9: Can NPF3 do more to support sustainable tourism?

What are the key national assets which should be developed to support recreation and tourism?

Should a national network of long distance routes be designated as a national development? What new links should be prioritised?

How can we ensure that best use is made of existing supporting infrastructure in order to increase the cross-sectoral use of these routes, and enhance the quality of the visitor experience?

3.25 An adequate supply of locally sourced minerals for construction will continue to be important for new development and infrastructure, particularly in the Central Belt. The scale of our ambition for the low carbon economy suggests a need for construction materials to be sourced locally wherever possible. There is also a continuing need for sources of coal for our remaining coal-fired power station at Longannet, and for carbon capture and storage infrastructure. There are also sources of shale gas and coal bed methane in the Central Belt which have the potential to contribute to our energy supplies. Section 2 of this Main Issues Report deals with our potential reserves of renewable heat sources. The draft Scottish Planning Policy indicates that these resources should be safeguarded from sterilisation and used in a sustainable manner.
3.26 The NPF2 Monitoring Report notes that Scotland’s Zero Waste Plan was published in 2010, requiring significant behavioural change and the provision of new waste facilities and infrastructure to meet its goals. An Annex to the plan was also published, setting out regional capacity requirements totalling 3.6 million tonnes, of which 1.98 million tonnes will be required for the sorting of recyclable materials. Energy from waste continues to be recognised as having the potential to make a contribution to low carbon energy and waste management targets.

3.27 In ‘Safeguarding Scotland’s Resources’ (2012) the Government consulted on opportunities for making sustainable use of material resources. Key measures included reducing resource use, sustainable sourcing of materials and efficient use of resources to preserve their value and progressively design waste out of the economy wherever possible. The waste sector has significant potential to grow as a source of employment and expertise, and it is important that waste itself is recognised as an economic resource, and an opportunity, as opposed to a problem. Small-scale district heating schemes using energy from waste and other technologies are also supported by the spatial strategy outlined in Sections 2 and 4.

3.28 Some have suggested that NPF3 could go further than NPF2 on waste, by providing a more specific steer on the locations and types of nationally significant facilities that will be required.

3.29 There is, of course, a requirement for specialist level waste management projects related to the decommissioning of nuclear power stations at Dounreay and in the South of Scotland. However, for domestic and commercial materials more generally, the fast pace of change in technology and in the value of waste means that identifying individual major waste management facilities of national importance for the longer term, or a network of more regional scale facilities, may not be appropriate. We expect that much of our material resources will be handled in small scale facilities, and nearly all of it in facilities which raise planning issues that are no different to those for many other industrial uses. We consider that there is a need to maintain a flexible, market-driven approach to provision for the waste and resource management sector, as set out in the draft Scottish Planning Policy.

3.30 Water resource management is also important, and highlighted as a priority within the Land Use Strategy. Over the long term, there may be opportunities for a strategic approach to sustainable flood management linked with other measures including woodland planting and peatland management.

3.31 Appropriate water and drainage infrastructure is needed to allow communities to adapt to the future impacts of climate change. Over time, we expect that management of the water environment and infrastructure could become more challenging. A proactive approach that facilitates strategic adaptation will be required. The Metropolitan Glasgow Strategic Drainage Plan (MGSDP) was identified as a national development in NPF2. It is a nationally significant project spanning seven local authority areas and aims to improve infrastructure, facilitate large-scale regeneration and build resilience to changing weather patterns. Our preferred approach is to designate an updated version of MGSDP in NPF3 as a national development, to reflect its significant role in sustainable catchment management and urban renewal and the scope it provides to demonstrate best practice.
<table>
<thead>
<tr>
<th>National development</th>
<th>Metropolitan Glasgow Strategic Drainage Plan</th>
</tr>
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<tbody>
<tr>
<td>Why it is needed</td>
<td>To reduce flood risk and support regeneration and economic development in the Glasgow conurbation.</td>
</tr>
<tr>
<td>Description</td>
<td>New and replacement infrastructure for drainage and water management.</td>
</tr>
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</table>

**Question 10: Can NPF3 do more to support sustainable resource management?**

Should NPF3 support a decentralised approach to provision for waste management or should NPF3 make provision for more strategic waste facilities?

Should the Metropolitan Glasgow Strategic Drainage Plan be retained as a national development in NPF3 or should we replace the focus on it with a broader, national level approach to sustainable catchment management?
A Successful, Sustainable Place

Our ambition is to create high quality, diverse and desirable places to promote wellbeing and attract investment.
Building on NPF2

4.1 The development strategy in the NPF2 aimed to promote more sustainable patterns of travel, transport and land use; and to encourage a sufficient supply of homes which are affordable in places where people want to live. It emphasised the ongoing importance of regeneration, improved health and access to opportunities for disadvantaged communities. Creating attractive, healthy, accessible, and sustainable places is a key element of this. The 2014 Commonwealth Games Facilities and the Central Scotland Green Network were designated as national developments.

4.2 NPF2 noted a pressing need for planning to help deliver growth in the supply of new homes, but was clear that it was for the planning system operating at the regional and local levels to determine the levels of need and demand, and to identify suitable sites for new housing. It highlighted a particular need for affordable housing in Edinburgh and the Lothians, Perth and Kinross, Highland, Argyll and Bute, East Dunbartonshire, South Lanarkshire and East Renfrewshire.

NPF3

4.3 Much of our early engagement as we developed this Main Issues Report focussed on infrastructure rather than settlement planning and housing. However, many people stressed the importance of developing quality places. Linking placemaking with environmental enhancement through initiatives such as the Central Scotland Green Network was also a recurring theme.

4.4 The importance of cities, and city-regions, was emphasised strongly but there were also calls to plan positively for towns and rural areas, for the identification of other national and regional focal points for growth, and for a balance to be struck between identifying opportunities for development and maintaining the character and distinctiveness of our communities.

4.5 Housebuilders generally wanted to see a stronger national steer on the provision of land for housing.

4.6 Reflecting on this, we think that a number of drivers, including the cities, town centres and climate change agendas, suggest the need for a strong emphasis on promoting a sustainable approach to the built environment. This section explores the role of NPF3 in promoting high quality development and sustainable economic growth.

4.7 We strongly believe that maintaining a high quality built and natural environment, and a focus on making new places which are distinctive, healthy and sustainable, are essential if Scotland is to compete in a modern global economy where people and capital are both discerning and highly mobile. The draft Scottish Planning Policy emphasises placemaking and now includes the key qualities of successful places: distinctive, welcoming, adaptable, resource efficient, safe and pleasant and easy to move around and beyond. We have sought to apply these to our national spatial strategy, and see them as being equally applicable to development planning.
Sustainable economic growth

4.8 National Planning Framework 2 provided strong support for sustainable economic growth. NPF3 will continue to focus on this, taking account of the marked changes in economic conditions since 2007.

4.9 Scotland has the highest level of GVA per head in the UK outside of London and the South East of England, and productivity levels match the UK as a whole. Whilst the recession in Scotland has been shallower than that experienced by the UK as a whole, economic recovery is expected to continue well into the timescale of NPF3.

4.10 Employment levels vary across local authorities, and the recent downturn has resulted in only a quarter of local authorities showing an increase in employment rates between 2005 and 2010. Although employment levels remain highest in Shetland, Aberdeenshire and Orkney, rural disadvantage remains an issue for some parts of Scotland. NPF2 reflected the Scottish Government’s Cohesion Target to narrow the gap in participation between the best and worst performing regions by 2017. Performance against the target continues to be monitored on Scotland Performs.

4.11 The Government Economic Strategy sets out the measures we are taking to accelerate economic recovery and support jobs. NPF3 can play a significant part in delivering the Strategic Priorities set out in the strategy, including supporting investment in our Enterprise Areas (Map 12) which are helping to deliver a supportive business environment; focussing on the renewable energy and grid infrastructure needed to help the transition to a low carbon economy, and prioritising projects like Ravenscraig and Central Scotland Green Network, which can deliver greater equity.

4.12 Our Economic Strategy also identifies seven sectors which offer particular opportunities for growth due to existing competitive advantages or the potential to capitalise on natural assets. We think our spatial strategy should aim to support these sectors where it can, and take account of the places that are particularly important to each.

4.13 The key role of our cities becomes apparent when one considers these growth sectors. The creative industries have a particular strength in the cities, including broadcasting in Glasgow, advertising in Edinburgh and digital media in Dundee. Financial and Business Services also have a strong presence in the cities particularly in Edinburgh and Glasgow.
4.14 Our universities are for the most part located in our cities, but some towns and rural areas are also linking their future with the education sector, through developments like the University of the Highlands and Islands, the Crichton Campus in Dumfries and Heriot-Watt University’s Scottish Borders Campus in Galashiels. Life sciences are closely aligned to our cities – and to their medical and academic institutions. Edinburgh, Glasgow and Dundee are bringing together a growing cluster of industry, scientists and clinicians to accelerate the growth of Scotland’s burgeoning bio-science cluster and we are seeing great potential in the developing digital healthcare corridor between Inverness and Elgin with participation in other parts of the region.

4.15 As explored more fully in Section 2, energy is a key economic asset for Scotland. There is of course the global significance of Aberdeen as a centre for oil and gas, but other parts of Scotland are also important, including places like Shetland and the Moray Firth.

4.16 Our food and drink sectors depend on our natural assets for their raw materials and their brand image. Aquaculture is an important economic activity on the West Coast and in the Islands. It is a key export sector and has significant potential for further growth. Speyside, Islay and many other parts of the country are important for the whisky industry. Our sustainable tourism offer also relies on the quality of our environment, and our National Parks are key assets and exemplars in that context.

4.17 Four Enterprise Areas, comprising 15 strategic sites and focussed on growth sector opportunities which can be realised in the short term, have been identified across the country. In addition to the low carbon agenda, key sites supporting the life sciences and creative sectors form clusters of development east of Inverness, within Glasgow, around Edinburgh and Midlothian, and in Ayrshire. Enterprise Areas also support food and drink manufacturing opportunities in West Lothian. NPF3 will support the realisation of the opportunities offered by our Enterprise Areas and other key economic growth areas.

4.18 In broader terms, our preferred spatial strategy is to make the most of the unique and distinctive assets and opportunities of Scotland’s cities, towns and rural areas. We want to capitalise on the distinctive potentials of each of our cities as economic drivers; on our energy resources; on the natural and cultural assets which underpin our tourism, and food and drink sectors; on our highly educated and skilled people; on other key growth sectors like life sciences and creative industries; and on our existing infrastructure in the transport, energy and industrial sectors. At the same time, we need to close the gap between our best and worst performing regions. We also have a responsibility to recognise and protect our nationally important infrastructure, and to strengthen its long-term viability and resilience.

A sustainable settlement strategy

4.19 Over the long term, our aims are to ensure that new developments and changes to existing settlements are sustainably planned, to facilitate adaptation to climate change, and to reduce resource consumption and lower greenhouse gas emissions. Planning should support, not act as a barrier to, the behavioural change required to combat and adapt to climate change. We want to help people to make lower carbon transport choices and facilitate more sustainable service provision. Emerging technologies for renewable energy, meeting our heating needs and delivering improvements in digital connectivity, are also changing our understanding of what constitutes a sustainable community.
4.20 Sustainable patterns of development mean different things in different parts of the country. To a large extent this will be defined by the spatial strategies in strategic and local development plans, within the context of the national policy set out in the Scottish Planning Policy.

4.21 NPF2 emphasised the importance of cities and city-regions and this will continue to be a key theme in NPF3. We will consider the emerging priorities of the Agenda for Cities, as well as those from the Town Centres Review, and highlight where planning can support these either nationally or through strategic and local development plans.

4.22 Connections and transport infrastructure are key to a successful future for towns and cities. Important investments such as the Aberdeen Western Peripheral Route aim to ease congestion and support the quality of environment within our cities. Section 5 explains how transport links to support the cities agenda have been prioritised. In Dundee and Glasgow the focus is on regeneration and investment, whilst Perth and Stirling are working to accommodate growth in a way that does not compromise their characters and identities. Edinburgh’s historic composition and role as a capital city brings both opportunities and infrastructure challenges, and key growth areas include West Edinburgh and the Enterprise Area sites at Leith and Edinburgh Bioquarter, as well as the Bush Estate in Midlothian.

4.23 We will consider the spatial strategies in the emerging SDPs, and identify where connections and synergies between the city regions would be particularly useful.

4.24 There are transformational proposals for Dundee Waterfront, including the redevelopment of much of the waterfront area, the V&A, improvements to the railway station and development to support the offshore renewable energy sector at Dundee Port. The wider Waterfront project spans 240 hectares in five zones stretching 8 km along the River Tay. Together, the potential economic value is over £1 billion, making this a unique opportunity for planning to co-ordinate investment and play a lead role in placemaking and transformation of the city centre. The scale of environmental, social and economic benefits which can be delivered are such that we believe that key elements of the Dundee Waterfront project should be designated as a national development in NPF3.

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<tr>
<th>National development</th>
<th>Dundee Waterfront</th>
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<tbody>
<tr>
<td>Why it is needed</td>
<td>To support the regeneration of Dundee Waterfront</td>
</tr>
<tr>
<td>Description</td>
<td>Major development proposals within the waterfront area</td>
</tr>
</tbody>
</table>

4.25 As places, city and town centres provide a focus for investment, and opportunities to make use of existing infrastructure, including public transport hubs and easily accessible facilities. Changes in the retail sector, in the availability of private finance and in the delivery of our public services amongst other things, confirm there is the need for a radical rethink of the changed function and dynamic of town centres. As a result, there is also a need to develop a different approach to planning for town centre revitalisation. The Town Centres Review has highlighted a range of innovations that could be supported by national planning policy, including the promotion of a broader mix of uses in our town and city centres and full assessment of existing town centre assets and sites as matter of course when considering options for new investment projects. The Scottish Government will invest £2 million in 2013/14 to bring empty properties in town centres back into use for affordable housing. We recognise that each town has its own defining characteristics, challenges and opportunities. Solutions to town centre issues must reflect local needs and the character of the built environment.
environment. It is right that the national spatial strategy set out in NPF3 should have a strong focus on our cities and the wider city regions. But our preferred spatial strategy also identifies opportunities to recognise all of Scotland’s town centres as a strong complement to these.

**Map 13 – Vacant and Derelict Land**

4.26 The Scottish Government’s Regeneration Strategy promotes community-led regeneration that aims to ensure that our communities can grasp opportunities to define their own futures based on a recognition and understanding of their assets. The Community Empowerment and Renewal Bill will strengthen opportunities for communities to have their voices heard in decisions that affect them and their local area. The Bill will also provide greater opportunities for communities to take ownership of and manage properties, in order to support their aspirations and unlock enterprising community development. Ongoing work by the Scottish Futures Trust aims to ensure public assets are used to create opportunities to reinvigorate wider placemaking strategies. The reuse of vacant and derelict land (see Map 13) is a continuing challenge, but also a key opportunity for sustainable development and transformation of communities in areas where it is concentrated.
4.27 To help deliver some of these objectives, we believe that projects such as the Clyde Gateway, Clyde Waterfront and Ravenscraig should be recognised within the spatial strategy in NPF3. In particular, the development proposals at Ravenscraig (Map 14) could bring back into beneficial use a large and longstanding area of vacant and derelict land, delivering a significant number of new homes with a new town centre, proposed railway station, major sports facilities and new business and industrial development. Scottish Ministers have given provisional approval to North Lanarkshire Council to take forward a Tax Incremental Financing (TIF) project for Ravenscraig Phase 2. Its scale, its links with the aspirations for the Central Scotland Green Network and the number of benefits it can provide in the heart of the Central Belt are such that our preferred strategy includes the development of Ravenscraig as a national development.

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<tr>
<th>National Development</th>
<th>Ravenscraig</th>
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<tr>
<td>Why it is needed</td>
<td>To support the regeneration of Ravenscraig former steel mill</td>
</tr>
<tr>
<td>Description</td>
<td>New homes, town centre, transport facilities, community facilities and business/industrial development</td>
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4.28 Map 15 provides an indication of fragility, as an alternative perspective to the Scottish Index of Multiple Deprivation. This essentially shows community resilience, based on a combination of population density, unemployment, access to services and income (SIMD, 2009). It underlines that disadvantage is not just an urban issue, but one that brings challenges in rural areas too. It is therefore essential that our national strategy recognises the needs of different parts of Scotland, including rural areas, and takes advantage of their opportunities. The map shows that rural resilience issues are not just confined to the Highlands and Islands, but exist closer to our cities network and in areas in the South of Scotland. This suggests the need for new solutions to existing problems, that reflect the distinctive character of all of our places. In the area of Galloway and Southern Ayrshire, classified as most fragile in Map 15, a biosphere reserve and dark skies park is providing new opportunities for tourism, sustainable community development and environmental management. In contrast, in a similarly ‘fragile’ area, the Western Isles, significant opportunities for growth are expected from investment in renewable energy.

4.29 In more rural areas development patterns are often of lower density, but there could be opportunities to increase the density of development within existing towns and villages, to link homes with clusters of service provision. For example, in both rural and urban environments, we are launching a £2 million investment fund to bring empty properties in town centres back into use for residential purposes. Furthermore, we do not believe that development in the wider countryside is unsustainable and in some places clustering to achieve low carbon objectives needs to be balanced with the benefit of continuing long-established patterns of dispersed development. The draft SPP indicates the need for housing development policies to respond to varying levels of pressure in different types of rural area.
Question 11: How can we help to consolidate and reinvigorate our existing settlements and support economic growth and investment through sustainable development?

What more can NPF3 do to support the reinvigoration of our town and city centres and bring vacant and derelict land back into beneficial use?

How can NPF3 support our key growth sectors?

Should the Dundee Waterfront be designated as a national development?

Should the redevelopment of the Ravenscraig site be designated as a national development?

Could NPF3 go further in indicating what future city and town centres could look like, in light of long term trends including climate change, distributed energy generation and new technologies?

How can the strategy as a whole help to unlock the potential of our remote and fragile rural areas?

Green networks

4.30 We think we should aim for expanded green networks where these are currently lacking, or poorly connected, across the Central Belt, in our cities, and in and around our towns. We believe that there is a need to place more emphasis on the existing natural areas and open spaces within our settlements, and on quality and multi functionality, rather than quantity. We need to make them more accessible for people and manage them to provide multiple uses and benefits. This should be a particular priority in areas with concentrations of poor health, disadvantage, and low environmental quality. We also believe that our canals and water – our blue networks – offer strategic opportunities to link to and enhance our water environment, assist with climate change adaptation and strengthen longer distance recreational links.

4.31 Designation of the Central Scotland Green Network (Map 16) as a national development in the second National Planning Framework has been widely welcomed, and there is broad support for its continued designation in NPF3. Some have suggested that it should be expanded, geographically or thematically. Others believe that it should have a sharper focus on specific aims and objectives.
The Central Scotland Green Network was conceived in NPF2 as a strategic project that would deliver a step change in environmental quality across Central Scotland, to support quality of life and stimulate investment. **Our preferred option is to retain the existing geographical extent of the Central Scotland Green Network and maintain its national development status in NPF3.** However, we consider that it should focus particularly on the development of active travel networks and bringing vacant and derelict land back into use, and that projects should be prioritised in areas where there are concentrations of economic disadvantage and poor health. Stronger links to other strategic transport infrastructure projects and the Metropolitan Glasgow Strategic Drainage Scheme, could help to achieve these objectives more effectively. Support for strategic compensatory measures and enhancement opportunities should also be viewed as a priority, and an opportunity for the Network to support the wider aims of our spatial strategy.

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<tr>
<th>National development</th>
<th>Central Scotland Green Network</th>
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<tbody>
<tr>
<td><strong>Why it is needed</strong></td>
<td>To improve the environment in Central Scotland, support quality of life and stimulate investment</td>
</tr>
<tr>
<td><strong>Description</strong></td>
<td>A strategic network of woodland and other habitats, active travel routes, greenspace links, watercourses and waterways, providing an enhanced setting for development and other land uses and improved opportunities for outdoor recreation and cultural activity</td>
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</table>

**Health**

NPF2 noted the role of planning in promoting health, for example through environmental protection and enhancement, provision for active travel and improved access to healthcare facilities. Whilst it will continue to provide significant health benefits over the long term, we do not consider there to be a need to maintain the status of the Commonwealth Games Facilities as a national development in NPF3, as this work is largely complete. The Infrastructure Investment Plan already highlights the nationally significant healthcare projects that have been prioritised for the coming years.

Maps 17 and 18 show national patterns of general and health disadvantage, and highlight particular concentrations of poor health and low life expectancy in parts of West Central Scotland. This has informed the identification of priorities within the spatial strategy as a whole.
4.35 Providing a built and natural environment that encourages physical activity and play remains a key challenge for planning. Equally important is to recognise that simply having a job and living in a decent home can have a hugely positive influence on people’s health, and that NPF3’s role in supporting economic recovery and new development can make a significant contribution to our aim of a healthier nation.

4.36 The Scottish Government is committed to reducing the gap between those who are most and least advantaged in society. For NPF3, our preferred spatial strategy is to prioritise actions and projects which can contribute to this agenda, including the Central Scotland Green Network and our support for good placemaking and economic development opportunities across the length and breadth of the country.

**Question 12: How can NPF3 best contribute to health and wellbeing through placemaking?**

Should the Central Scotland Green Network continue to be designated as a national development? What do you think its top priorities should be? How can it better link with other infrastructure projects in Central Scotland?
The right homes in the right places

4.37 The total number of households in Scotland is expected to reach 2.89 million by 2035, an increase of 23%. As broadly shown in Maps 19 and 20, this growth is projected to be highest in Edinburgh, Perth and Kinross, Aberdeen, East Lothian, and Aberdeenshire. In other areas, including some in the West, the increases will be much smaller, although the projected increase for Glasgow itself is 28%. Only one area (Inverclyde) is expected to experience a decline. Our population is ageing, particularly in rural areas, and household sizes are getting smaller.

4.38 The reasons for these changes vary between areas, and can reflect very different circumstances. For example, the Shetland Islands will continue to benefit over the coming years from the oil and gas sector and, although its population is expected to stay static, there will be a need for further development to reflect growing household numbers. Our spatial strategy therefore needs to be sufficiently flexible to allow for different place-based approaches to housing provision in response to varying local requirements.

4.39 The difficulties of securing finance since the economic downturn have led to levels of housing development being much lower than expected when NPF2 was published. Map 21 shows 2010-2011 completion rates, overall and by tenure, in different parts of the country. Consequently, as well as responding to long-term population growth, and in particular household growth, there is a need for a significant increase in housebuilding rates to ensure that housing requirements are met across the country. Although planning cannot, on its own, solve the difficulties housing developers face in securing finance in the current economic climate, NPF3 can play its part in ensuring that infrastructure is better co-ordinated with planned development. It also has a key role to play in reducing the carbon footprint of our existing and future housing stock, through locational and design decisions.
Map 21 – House Completion Rates

New supply components
- Private new build
- Housing association new build
- Local authority new build
- Conversion

Total supply (units)
- 77 - 177
- 178 - 442
- 443 - 743
- 744 - 1231
- 1232 - 1975
4.40 As the economy recovers, there are several places where growth is likely to be concentrated, including in and around our cities. In the long term, we also expect more development to be proposed in areas where there are key opportunities arising from the low carbon economy.

4.41 There remains a significant requirement for new housing development. Strategic and Local Development Plans will need to continue to focus on meeting the requirement for a generous supply of effective housing land. But this will be of particular importance in those areas where economic and household growth is expected to be high, including around Edinburgh, Aberdeen and Perth. In South East Scotland in particular, we wish to see greater and more concerted effort to deliver a generous supply of housing land on sites which can be delivered in sustainable locations where people want to live. The future spatial strategy for delivering this land will need to acknowledge or address the infrastructure constraints that exist in this region.

4.42 Early engagement in the development of NPF3 has highlighted issues with the housing market in some parts of the country. Infrastructure constraints have been raised as a concern in these locations, as well as the availability of new build homes across Scotland. To help address this, the Scottish Government is supporting the construction sector through the introduction of the MI New Home scheme which supports creditworthy borrowers to access 90 to 95% loan to value mortgages from participating lenders to enable them to buy new build homes. Development is also being supported through the House Building Infrastructure Loan Fund which provides loans to developers to support infrastructure and other eligible costs aimed at getting stalled sites moving. The scheme has announced funding support for projects in Glasgow, West Lothian, Inverness, Newtonrange, Edinburgh and Irvine.

4.43 It has been suggested that it would be useful for NPF3 to set regional targets for housing development. We do not propose that NPF3 replaces the now established approach to Housing Need and Demand Assessment at the regional and local level. We think planning authorities, using their knowledge of local issues and priorities and informed by proper evidence, are best placed to take the lead on meeting requirement for new housing in their areas. It is they who must also take the planning decisions on new development proposals.

4.44 As reflected in the Draft Scottish Planning Policy, planning for housing is about types of homes and their quality, as well as numbers provided. The Affordable Housing Supply Programme aims to deliver at least 30,000 affordable homes over the lifetime of this Parliament. At least 20,000 homes will be for social rent which will include 5,000 council homes. The remainder will include a range of schemes which will provide, for example, housing for shared equity and mid-market rent including the National Housing Trust. The Scottish Government is aiming to explore new funding mechanisms to unlock investment, including involvement of pension funds in affordable housing provision.

4.45 Further funds are available to support improved energy efficiency of new homes, as well as for improving the existing housing stock and housing in town centres. The Home Energy Efficiency Programmes for Scotland (HEEPS) will save people money on their fuel bills by refurbishing or re-fitting our existing homes to make them more energy efficient, for example, by insulating walls to keep heat in and installing more efficient boilers. Retrofitting schemes like this, and associated actions within the Sustainable Housing Strategy currently being developed, will complement planning’s work to ensure that new housing stock is more efficient, contributing to our overall objective of developing lower carbon places.
4.46 Several large-scale national developments have been proposed by developers and local authorities. These include the suite of Sustainable Communities Initiative projects (Map 22) and some other housing development and regeneration proposals. Meeting our housing requirements will need delivery of a great many development proposals, from small to large, right across Scotland. Given the scale of this requirement, we do not think it is appropriate for NPF3 to single out for priority any particular developments on the sole or principal basis of their contribution to meeting housing need. We do not, therefore, propose to designate these proposals as national developments in NPF3.

Question 13: How can NPF3 help to deliver sufficient homes for our future population? Are there spatial aspects of meeting housing needs that NPF3 could highlight and help to tackle?
A Connected Place

Our ambition is to maintain and develop good internal and global connections

Top 16 ports
1. Cairnryan
2. Clyde
3. Glensanda
4. Dundee
5. Forth
6. Stranraer
7. Orkney
8. Sullom Voe
9. Cromarty Firth
10. Peterhead
11. Aberdeen
12. Ayr
13. Perth
14. Lerwick
15. Inverness
16. Montrose

Regional airports

Key transport routes

Proposed National Developments
17. Aberdeen Harbour
16. Grangemouth Investment Zone
19. Freight Capacity on the Forth
20. High Speed Rail
21. Airport Enhancements: Inverness, Aberdeen, Edinburgh, Glasgow, Prestwick

Long-term Opportunities
21. Scapa Flow
22. Hunterston
Building on NPF2

5.1 NPF2 aimed to strengthen Scotland’s links with the rest of the world and promote more sustainable patterns of travel. It identified strategic transport routes and key nodes, and international gateways. The Replacement Forth Crossing, West of Scotland Strategic Rail Enhancements, High Speed Rail Link to London, Strategic Airport Enhancements, Grangemouth Freight Hub, Additional Container Transhipment Facility on the Forth, Port Development on Loch Ryan and Scapa Flow Container Transhipment Facility were all designated as national developments.

5.2 Earlier this year we published an update to our Infrastructure Investment Plan which deals with transport and other infrastructure. This outlines plans for future infrastructure investment (as shown in Map 23) prioritised against key criteria including sustainable economic growth, the low carbon economy, efficient and high quality public services and supporting employment and opportunity. The Plan emphasises the importance of place and aims to ensure that all of Scotland derives benefit from our infrastructure investment, maximising potential and reducing disparities.

5.3 For transport, the Strategic Transport Projects Review (STPR) provides the evidence base for the Infrastructure Investment Plan. In addition to these major capital investments, other projects also have the potential to help deliver the wider spatial strategy and its aspiration of growth in key economic sectors including renewable energy, tourism and food and drink.

5.4 The STPR and NPF2 share the same spatial agenda and have informed the Infrastructure Investment Plan. We therefore do not intend that NPF3 should revisit the transport infrastructure priorities which the STPR and the Infrastructure Investment Plan identify, but we do need to ensure that align as closely as possible with our preferred spatial strategy.

5.5 During the early engagement on NPF3, many consultees highlighted transport projects that they felt should be prioritised. A large proportion of those proposed as national developments are road, rail and low carbon transport projects, or proposals to enhance airports and ports.

5.6 The level of detail ranged from very specific actions on a particular route, to more general aspirations for improvements. Many of these proposals are already reflected in our investment plans. Others could be considered longer-term priorities.
Map 23 – Infrastructure Investment Plan – Transport Projects

Key
- Strategic Rail Routes
- Strategic Roads
1. Forth Crossing
2. Borders Railway
3. High Speed Rail
4. M8, M73, M74 Improvements
5. Paisley Corridor
6. Subway, Fastlink, Terminal Stations
7. Edinburgh - Glasgow Improvement Project (EGiP)
8. A92 Improvements
9. A9 Dualling
10. Highland Mainline
11. Aberdeen - Central Belt Rail
12. Aberdeen Western Peripheral Route/Balmedie to Tipperty
13. Aberdeen - Inverness Rail
14. A96 Dualling
15. Stornoway - Ullapool Ferry
**NPF3**

5.7 We think the more sustainable approach, both in financial and environmental terms, is firstly to prioritise getting the greatest benefit from our existing transport infrastructure, and only then considering what additional targeted investment may be required.

5.8 We think that the transport-related aims of NPF2 remain sound. NPF3 will consider how those aims and the suite of national developments can contribute to the emerging spatial strategy. In doing this, we think the key objectives should be:

- decarbonising transport and reducing the need to travel;
- links within and between cities and their regions;
- links to support economic investment, recognising the role of good connectivity in supporting balanced and sustainable growth;
- rural links, including lifeline routes; and
- international connections.

**Decarbonisation of transport and reducing the need to travel**

5.9 Throughout the spatial strategy, the need to achieve a significant shift towards low carbon forms of transport has been emphasised. The draft Scottish Planning Policy sets out how planning can reduce the need for travel and encourage the shift to walking, cycling and public transport. In spatial terms, NPF3 could highlight the role of city and town centres as integrated transport hubs, identify longer-term opportunities to promote sustainable settlement patterns that reduce the need to travel, and demonstrate our commitment to substantially increasing active travel as part of our overall strategy.

5.10 Decarbonising the transport sector will require alternative fuel sources for trains and vehicles. We are already expanding rail electrification under the STPR, and our plans for renewable energy generation will support this. We are also considering plans to promote the use of alternative lower emission fuels, e.g. Liquefied Natural Gas for use in HGVs and ferries.

5.11 In partnership with the energy sector, the Scottish Government recently announced further funding to increase infrastructure for electric vehicle charging. This includes charging points in areas ranging from the seven cities and the primary road network to the Commonwealth Games sites in Glasgow and ferry terminals on the islands. Grants (100%) are available to install charging points at homes, in private properties and workplaces through the ChargePlace Scotland Scheme. The draft Scottish Planning Policy also makes reference to opportunities to improve low carbon transport infrastructure.

5.12 NPF3 will reflect our ambition to significantly increase levels of everyday cycling and walking within our settlements, and this is recognised as part of the cities agenda. Our Cycling Action Plan was published in 2010 and is currently being updated to consider further opportunities to integrate cycling into the built environment. Individual local authorities should consider how best to adapt existing streets and places to facilitate more walking and cycling within their areas. *Designing Streets* explains how, in new development throughout Scotland, planning can facilitate this.
5.13 Alongside this, it is important that NPF3 contributes to reducing the need to travel. Our aspiration to achieve a step change in digital connectivity can contribute to this, and will support broader aspirations for development and investment across Scotland.

5.14 High quality mobile and fixed broadband connections have become essential to support communities and business development, in both rural and urban areas. Scotland’s Digital Future: A Strategy for Scotland aims to deliver the ambition for next generation broadband to all by 2020, with significant progress by 2015.

5.15 The Infrastructure Investment Plan aims to accelerate the roll out of next generation broadband to all parts of rural Scotland over the next 5 years, to support public service provision as well as investment in the digital economy and rural economic growth. It notes the challenge of rural geography in achieving this, and the importance of public sector action to ensure rural and remote communities are not left behind. Map 24 shows where this will be required.

Question 14: How can NPF3 help to decarbonise our transport networks?

- Is our emerging spatial strategy consistent with the aim of decarbonising transport?
- Are there any specific, nationally significant digital infrastructure objectives that should be included in NPF3?
- Should NPF3 go further in promoting cycling and walking networks for everyday use, and if so, what form could this take at a national scale?

Cities

5.16 To facilitate the role of cities as drivers of growth, we believe that NPF3 should focus on the need to invest in transport infrastructure between them, and within their regions, to support more sustainable development, including at higher densities and mixed-uses in central areas and in those well-served by public transport. Areas of expansion around cities should be linked with public transport, and planned as sustainable places. Where we aim for higher density, management of impacts on air quality will be required.

5.17 Many of the proposals for national developments we have received relate to inter-city links which are already planned. We do not consider that national development status will add significant value to these projects. Early engagement highlighted the particular importance of the corridor from Dunblane to Inverness and making sure that road, rail and active...
transport links along it are optimised. Other links already identified in the Infrastructure Investment Plan include the Edinburgh to Glasgow Rail Improvements Programme, which extends to Stirling, the A96 corridor, the Aberdeen Western Peripheral Route and the M8, M73 and M74 Motorway Improvements.

5.18 The spatial strategy emerging for NPF3 suggests that these priorities are correct and will facilitate further development of the cities network. However, it also suggests that, within the cities network, road and rail links from the Central Belt to Aberdeen and Inverness will be particularly important in strengthening the economic corridor as a whole. This has been identified in the Infrastructure Investment Plan and rail improvements in particular will require a significant level of investment to address constraints in the Usan area.

5.19 Around Edinburgh, capacity of the strategic and local road transport networks, particularly the A720, has implications for housing and business development in the surrounding area. STPR projects to deliver intelligent transport systems and targeted road congestion relief can help to address this directly, and other transport improvements like park and ride proposals, new junctions on the M8 at Heartlands and on the M9 at Winchburgh, the Airdrie to Bathgate Line and the Borders Railway can also assist. Forward planning in SESplan and subsequent local development plans will need to take due account of potential impacts on transport infrastructure, and address any capacity issues this raises. In the long term, there may be opportunities for matching demand within the SESPlan area as a whole to available infrastructure capacity.

5.20 Over the longer term we expect that, in addition to our infrastructure investment plans, the broader aspirations for more sustainable settlement planning, and an emphasis on making best use of existing infrastructure capacity to inform the selection of development sites, can help to overcome this constraint. Digital links could also help to address existing congestion issues.

Links to support economic investment

5.21 Section 2 emphasised the significant opportunities arising from the low carbon and renewable energy sector. As development takes place, we expect that connections to these areas will become increasingly important. Our preferred approach aims to avoid duplication. We do not propose the identification of any of these specific connections as national developments in NPF3, as this would replicate the priorities already established by the Infrastructure Investment Plan, without adding further value.

5.22 The National Renewables Infrastructure Plan (NRIP) identifies the potential for investment in ports, harbours and associated facilities to support the deployment of, and maximum economic benefit from, offshore renewable energy projects. All of these projects can deliver significant economic benefits. It is also apparent that there are other sites, additional to those in NRIP, for which strategies are being developed in response to opportunities in the renewable energy sector.

5.23 Most of these development sites are considered to be well served by existing landward transport infrastructure. In the coming years and through the lifetime of NPF3 it is expected that many movements to and from these ports will be by sea. However, there may be merit, in the long term, in reviewing the need for further investment in transport infrastructure to remote rural areas, such as the Far North Rail Line and the
A9 from Scrabster to Inverness. Further key links that could be prioritised include access improvements at the Port of Dundee, and more reliable access to Campbeltown/Machrihanish via the A83. In view of its importance to the Argyll economy, a study of this route has recently been undertaken to inform a programme of targeted improvements.

5.24 As well as recognising the importance of environmental quality in supporting tourism, as set out in Section 3, NPF3 could support the development and promotion of key scenic corridors, including the A82 and A9, which have an important role in providing access to our national parks and which have already been prioritised for improvement. The Scottish Tourist Routes Project has been awarded £0.5 million to provide start-up costs for roadside viewing platforms and viewpoints. The aim is to significantly improve the journey experience by creating new places to stop and enjoy Scotland’s landscapes. There may be opportunities to link these enhancements with provision of local visitor facilities, and brand them as a tourism product in their own right.

5.25 In Section 3 we also highlighted the contribution that long-distance routes and canals can make to tourism and recreation nationally. VisitScotland’s emerging tourism development strategy identifies the importance of gateways and key entry points to Scotland and the need to further support the quality of visitor experiences and contribute to the target of increased visitor spend.

**Connections to rural areas**

5.26 Our spatial strategy, which focuses on improving existing settlements and facilitating higher density development over the long term, should provide opportunities to improve public transport provision by consolidating development around public transport corridors and stops in rural areas. However, low carbon transport options can be more limited in rural areas, and there will continue to be a need for travel by road. This suggests a particular spatial priority for the provision of infrastructure for electric vehicles (as noted above), and also emphasises the importance of strong digital links in these areas. The latter was repeatedly raised in the early engagement on NPF3.

5.27 Lifeline links to the islands and remote parts of the mainland remain essential. NPF3 will highlight the importance of ferry and air links in particular. We do not consider that the designation of a national development is necessary to take forward any of the priorities identified in the recently published Ferries Plan.

5.28 Resilience of key rural transport connections is also an important issue and will grow in importance as a result of climate change. There are particular routes which require targeted intervention to maintain essential links to rural communities and businesses. Key priorities, including the A82 and A83, are already recognised by Transport Scotland. Over the long term, the maintenance and improvement of transport infrastructure should seek to build in further capacity for adaptation to climate change.

**Question 15: Where are the priorities for targeted improvements to our transport networks?**

- Are there other nationally significant priorities for investment in transport within and between cities?
- As well as prioritising links within and between cities, what national priorities should NPF3 identify to improve physical and digital connections for rural areas?
International connections

Ports

5.29 Section 2 set out an agenda for development at many of the ports identified in the National Renewables Infrastructure Plan. Since NPF2 was published the new port facilities at Caimryan have been completed, but there continues to be a need for additional freight capacity at Grangemouth and elsewhere on the Forth, and there is potential for port-related development at Cockenzie. Scapa Flow and Hunterston are key deepwater resources with significant potential to support both the transport and energy sectors. Over the longer term, they offer opportunities for developing new gateway and transhipment freight facilities linked to world shipping routes.

5.30 As international gateways, our ports should benefit from good landward transport links for passengers and freight. Beyond the priorities emerging from the renewable energy sector, wider development of our ports for freight remains essential.

5.31 We believe that the potential for growth at Aberdeen Harbour is nationally significant. Opportunities will arise from the expected growth in cargo over the coming years, and the port will continue to play a vital role in the oil and gas and renewable energy sectors, as well as providing key links to the Northern Isles. Given the significance of the North East and Orkney and Shetland to our long-term strategy for growth, there is a clear need to support expansion of the harbour and associated development to overcome the current limits of its capacity. Any potential impacts on the River Dee Special Area of Conservation will need to be appropriately addressed. We consider that the expansion of Aberdeen Harbour should be designated as a national development in NPF3, to reflect its importance to the spatial strategy as a whole. Development of Peterhead as an energy hub, and its pivotal role for the renewables sector and for grid infrastructure and in relation to carbon capture and storage, has already been outlined in Section 2.

<table>
<thead>
<tr>
<th>National development</th>
<th>Aberdeen Harbour expansion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Why it is needed</td>
<td>To support oil and gas and renewable energy investment, freight traffic and transport links to the northern isles</td>
</tr>
<tr>
<td>Description</td>
<td>Expansion of the harbour and associated facilities</td>
</tr>
</tbody>
</table>

5.32 Hunterston and Scapa Flow are longer-term opportunities, and should continue to be safeguarded to reflect their importance as deepwater locations. To best reflect the spatial strategy for growth in the next 5 years and prioritise development where opportunities are most immediate, our preferred approach is to designate the Grangemouth Investment Zone, new freight capacity on the Forth, and Aberdeen Harbour as national developments, and recognise Hunterston and Scapa Flow as longer-term opportunities.
Scotland’s Third National Planning Framework

National development

<table>
<thead>
<tr>
<th>Why it is needed</th>
<th>Grangemouth Investment Zone</th>
</tr>
</thead>
<tbody>
<tr>
<td>Why it is needed</td>
<td>To help ensure future demand for freight handling facilities is met and realise the potential of the location as Scotland’s largest container port, main freight distribution centre and a centre for low carbon energy and chemical sciences</td>
</tr>
<tr>
<td>Description</td>
<td>Improvements in port, road and rail infrastructure</td>
</tr>
</tbody>
</table>

National development

<table>
<thead>
<tr>
<th>Why it is needed</th>
<th>Additional Container Freight Capacity on the Forth</th>
</tr>
</thead>
<tbody>
<tr>
<td>Why it is needed</td>
<td>To help ensure future demand for freight-handling facilities is met</td>
</tr>
<tr>
<td>Description</td>
<td>Multimodal container terminal facilities, including improvements in supporting port, road and rail infrastructure</td>
</tr>
</tbody>
</table>

Airports

5.33 Our international airports provide vital links with the rest of the world for business and tourism. Our internal air network provides services of great social and economic importance, particularly for island and remote communities. Scotland’s location and geography therefore demand that we recognise and support the importance of airports within our spatial strategy. Airports are also hubs for business investment, for example with plans at Aberdeen for retail, hotel and business opportunities, the Enterprise Area site at Prestwick Airport, and links at Edinburgh to the wider Edinburgh International project.

5.34 Whilst air travel accounts for some 12% of Scottish transport emissions, in the long term a shift in emphasis towards low carbon options and digital links, supported by aspirations for high speed rail links to London, will play a role in offsetting these emissions. In the meantime the EU Emissions Trading Scheme includes aviation, placing a cap on emissions and incentivising improved carbon performance.

5.35 Scotland’s main airports have each produced masterplans for future development – some proposals will require planning consent but much can be achieved through permitted development and targeted transport improvements. Recognising their importance to the economy and as part of the overall spatial strategy, it is proposed that updated airport enhancements incorporating wider plans for investment in adjacent areas are recognised as key priorities, and remain designated as national developments in NPF3.

National development

<table>
<thead>
<tr>
<th>Why it is needed</th>
<th>Airport enhancements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Why it is needed</td>
<td>To support improved facilities and capacity at Scotland’s principal airports</td>
</tr>
<tr>
<td>Description</td>
<td>Improvements to surface access, airport facilities and economic development associated with masterplans for Aberdeen, Edinburgh, Glasgow, Inverness and Prestwick Airports</td>
</tr>
</tbody>
</table>
5.36 There are also proposals to improve connections to, and facilities within, Dundee and John O’Groats/Wick Airports, and the prospect of a new airstrip on Skye. We believe that, in addition to Aberdeen, Edinburgh, Glasgow and Prestwick Airports, an updated national development should include Inverness Airport, given its role in accessing areas identified for economic development and the low carbon economy and the ongoing work to improve access to it via the A96 and Dalcross Station. Airports across the country which provide crucial lifeline links will be recognised as important regional assets.

5.37 Map 25 shows our existing key ports and airports.

High Speed Rail

5.38 A high-speed rail link to London was also designated as a national development in NPF2. Whilst it is a long-term project, it is important to begin to consider its fit within the broader spatial development strategy, and plan its route and infrastructure requirements. Since NPF2 was published, the Scottish Government has announced plans for an initial high-speed rail link between Glasgow and Edinburgh, with an expectation that this will in due course form part of the cross-border link.

5.39 Our preferred strategy is to retain the high-speed rail link as a national development, and to broaden it to incorporate plans for a high-speed link between Glasgow and Edinburgh. We will also encourage both Glasgow and Edinburgh to continue to explore with Transport Scotland the most appropriate locations for their terminals. To fit with our preferred spatial strategy and maximise the benefits for Scotland as a whole, these should ideally take the form of intermodal hubs providing connections to all parts of the country.

<table>
<thead>
<tr>
<th>National development</th>
<th>High Speed Rail</th>
</tr>
</thead>
<tbody>
<tr>
<td>Why it is needed</td>
<td>To support sustainable economic growth and modal shift from air travel</td>
</tr>
<tr>
<td>Description</td>
<td>High-speed rail link between Glasgow and Edinburgh, and south toward London; terminus facilities in Glasgow and Edinburgh</td>
</tr>
</tbody>
</table>

Question 16: How can NPF3 improve our connections with the rest of the world?

Should the Grangemouth Investment Zone, Aberdeen Harbour and new freight capacity on the Forth be designated as national developments?

Should Hunterston and Scapa Flow be viewed as longer-term aspirations, or should they retain national development status?

Do you agree that the aspirations for growth of key airports identified in NPF2 should remain a national development and be expanded to include Inverness, and broadened to reflect their role as hubs for economic development?

Should the proposed High Speed Rail connection to London be retained as a national development? Should it be expanded to include a high-speed rail line between Edinburgh and Glasgow?

Alternatively, should High Speed Rail be removed as a national development and instead supported as a part of the longer-term spatial strategy?
Map 25 – Ports and Airports in Scotland

Key
- Major ports > 1 million tonnes per year
- Other major ports
- Other ports and harbours
- Airport (Customs facilities)
- Airport (No Customs facilities)
Areas of Co-ordinated Action

Detail key

1. Orkney, Pentland Firth and North Caithness
2. Inverness and the Inner Moray Firth
3. Aberdeen and the North East
4. Firth of Forth
5. Firth of Clyde
6. South West Coast
NPF2 set out regional spatial perspectives to guide implementation of the national strategy in different parts of Scotland. NPF3 will develop this further by focussing on areas where major change is happening or anticipated in different parts of the country. These areas were identified in NPF2, but the narrative surrounding them has been updated to reflect the newly emerging spatial strategy. The following paragraphs summarise main issues for each of these areas. They will be developed further in the Proposed Framework.

**Area 1: Orkney, Pentland Firth and North Caithness**

NPF2 recognised the strategic asset of the deep water of Scapa Flow and included a container transhipment terminal there as a national development. It also highlighted the energy potential of this area, strategic oil storage in Scapa Flow, and decommissioning at Dounreay as key issues.

Since then work has been progressing on developing a plan for wave and tidal energy development in the area. The Pentland Firth and Orkney Waters Marine Energy Park, comprising 11 development sites, is a strategically important opportunity for marine renewable energy that will require infrastructure including onshore grid connections. Supporting this are a number of key investment sites in Caithness and Orkney.

A regional marine plan for the area will be published for consultation in Summer 2013, and NPF3 should support delivery of the onshore elements that emerge from this. The Proposed Framework will highlight the importance of the area’s five National Renewables Infrastructure Plan sites and three Enterprise Area sites (Hatston, Scrabster and Lyness).

It will also reflect the opportunities for long-distance shipping at Scapa Flow in the long term and key connections that may require further consideration in the future, including Wick/John O’Groats Airport, the Far North Rail Line and the A9 North of the Inverness. The Orkney and Pentland Firth Subsea Cable is a key part of the wider strategy for grid improvements. It is expected that there will also be future opportunities for Orkney in oil and gas decommissioning projects and the Flotta Oil Terminal is a key asset of growing importance for oil transportation and processing and as a local employer.
A number of wider issues and opportunities provide a backdrop for these priorities. The Highland Council highlighted the challenges for the area’s economy arising from the decommissioning of the Dounreay Nuclear Facility. This is a sensitive environment, with the Heart of Neolithic Orkney World Heritage Site, Hoy and West Mainland National Scenic Area, several Special Protection Areas and Special Areas of Conservation, and numerous Sites of Special Scientific Interest. The Caithness Peatlands are an internationally significant carbon store as well as being a European protected habitat, and included on UNESCO’s tentative list of prospective World Heritage Sites.

Key issues in this area will therefore include:

- Building long-term community, economic and infrastructure resilience.
- Working with the environment to achieve sustainable development that reflects the area’s distinctive natural and cultural assets.
- Maximising the benefits from clustered renewable energy development.
- Connections within the area, with the rest of Scotland and further afield.

Area 2: Inverness and the Inner Moray Firth

NPF2 noted the aspiration to increase the population of the Highlands and Islands and the central role of Inverness as the Highland capital. The importance of proposals to enhance links to the area via the Highland Main Line and the dualling of the A96 were identified as key priorities. The role of the A96 corridor as a focus for growth and development, with associated transport improvements, was highlighted. NPF2 also drew attention to the importance of work to support the development of ports and sites in the Inner Moray Firth, including Nigg in the Cromarty Firth.

The emerging spatial strategy suggests that this area continues to be a priority for change and investment. Since NPF2 was published, Enterprise Areas have been established at the Inverness Campus and Nigg, and the National Renewables Infrastructure Plan identified Nigg and Ardersier as Phase 1 sites for investment for offshore wind turbine manufacturing, installation and maintenance operations. Invergordon, Highland Deephaven and Inverness also contribute to the area’s role as a hub for energy-related investment and a key source of employment and training. In addition to opportunities from the renewable energy sector, the wider Inverness to Elgin Corridor will continue to be a focus for NPF3, including development of the life sciences sector at key locations including the Enterprise Park at Forres.
The spatial strategy also identifies the importance of Inverness Airport to the wider development of the area, noting the connections it provides to remote rural and island communities and its role in supporting investment and employment in the renewable energy sector. The airport also supports tourism and the food and drink sector. Surface access to Inverness Airport and the nearby business park from the city requires improvement. Other transport improvements focus on the A9 and the Aberdeen–Inverness rail line.

Key issues in this area will therefore include:

- Recognition of the role of Inverness as the Highland capital, and the key developments, such as the West Link, that will support this in the future.
- Further support for investment in the A96 corridor and Inverness Airport to improve transport connectivity and deliver new homes and facilities for research, education and employment.
- Realising the benefits from the energy sector for the area’s ports and harbours.
- Highlighting opportunities for other key sectors, including tourism and food and drink, which depend on the environmental quality of the Highlands and Islands.
- Consideration of how the various opportunities around the Inner Moray Firth collectively contribute to the area’s sense of place, environmental quality and community wellbeing.

**Area 3: Aberdeen and the North East**

NPF2 highlighted the importance of the area around Aberdeen as an energy hub, and referred to ongoing activities including the Energetica project which aims to build on offshore energy skills and expertise to support the development of emerging renewable and clean energy technologies. The strategic importance of Aberdeen and Peterhead Harbours, work to improve the built environment of the city, the Aberdeen Western Peripheral Route/Balmedie to Tipperty project, and air links to the region were emphasised.

The emerging strategy for NPF3 takes forward these themes, and prioritises key developments for the coming years, including Aberdeen Harbour, and the importance of Peterhead as a port, a hub for clean energy technology and national and international electricity transmission infrastructure. It also recognises the importance of improved access to Aberdeen Airport. The Energetica project continues to bring together these development aspirations, and link them with ongoing and planned transport improvements.
This area generates fewer cross boundary issues than others, and NPF3 will seek to support, not duplicate, the Aberdeen and Aberdeenshire Strategic Development Plan. However, the area does form an important part of a wider economic corridor down the East Coast which has an economic focus on the North Sea. To ensure it is recognised as part of the overall national perspective, it may be useful to highlight the particular economic strengths of this area and the place-specific challenges and opportunities that they generate. The strategy should aim to facilitate development by ensuring that aspirations for growth are linked with infrastructure capacity. References in the strategy to public transport in and between our cities and broader commitments to improved digital connectivity are relevant.

This area’s distinctive identity is linked to its emphasis on the coast and relationship with the North Sea. There is a need to recognise the distinctive character of its built environment and to work with its natural assets, including designated areas along the coast. The relationships between the area’s settlements at different scales are important. NPF3 could reflect on the importance of facilitating high quality development that reinforces the relationship between Aberdeen and its wider region and works with existing and future infrastructure capacity.

Key issues in this area will therefore include:

- Supporting strategic infrastructure developments and using them as a focus for the area’s overall strategy for growth.
- Using the area’s strengths to facilitate the transition to a low carbon economy.
- Highlighting the need for continuing transport infrastructure investment to support growth.
- Ensuring demand for both high quality and affordable housing development is met.
- Maintaining connections by land, air and sea.
Area 4: Firth of Forth

NPF2 designated a number of major infrastructure projects around the Firth of Forth as national developments, including the Replacement Forth Crossing, the Grangemouth Freight Hub, Additional Freight Capacity on the Forth, replacement baseload generation at Cockenzie and Longannet, and developments associated with the improvement and expansion of Edinburgh Airport. The large-scale redevelopment of the Edinburgh Waterfront was also highlighted. Since then work on the Forth Crossing has commenced. Increasing freight capacity remains a priority. Opportunities arising from marine energy off the Firths of Forth and Tay have led to Leith and Methil being designated as Phase 1 sites in the National Renewables Infrastructure Plan. Work is ongoing in the Upper Forth, particularly around Grangemouth, where a co-ordinated approach is being used to plan and deliver development proposals and address coastal management.

The development strategy for NPF3 maintains the commitment to new freight capacity on the Firth of Forth, and expands the Grangemouth proposals to incorporate its wider role as an Investment Zone requiring associated infrastructure improvements. It also proposes safeguarding the baseload generation sites at Longannet and Cockenzie. The proposal for a Clean Energy Carbon Capture and Storage Plant at Grangemouth has also been proposed as a national development, together with an extension of the proposed CO₂ transmission pipeline to St Fergus. Enterprise Areas have been established at the Edinburgh Bioquarter, the Bush Biocampus in Midlothian, in West Lothian and the Port of Leith. The progress in delivering the Forth Crossing means that it has now become part of the context for longer-term development, whilst Edinburgh Airport remains an important priority. Other proposals include safeguarding Torness for future baseload generating capacity, energy from waste and biomass, infrastructure to support effective housing land supply, and investment in Edinburgh International. Edinburgh remains a key focus for investment, and the spatial strategy should recognise its role as a historic capital city, vibrant cultural centre and key tourist destination. The Forth Bridge has been nominated as Scotland’s Sixth World Heritage Site.
The Firth of Forth is a sensitive environment, requiring careful management of development to avoid impacting on internationally protected habitats and species. The combination of development proposals around the shores of the Forth suggests a continuing need for cross-boundary working and a coherently planned approach.

Key issues in this area will therefore include:

- Accommodating the continuing strong demand for growth in the Edinburgh area within a constrained infrastructure network and sensitive environment.
- Recognising the Firth of Forth as a key economic asset, supporting numerous nationally significant assets and linking with offshore development.
- Anticipating cumulative environmental effects of developments on the coastline and taking early action to mitigate and/or compensate for impacts on the environmental quality of the area, linking with the wider aims of the Central Scotland Green Network.
- Working with the area’s distinctive character to reinforce its sense of place.
- Managing flood risk and supporting adaptation to climate change.

**Area 5: Firth of Clyde**

NPF2 noted the ongoing regeneration in the Clyde Corridor, including the transformational projects of the Clyde Gateway and Clyde Waterfront. Improved connections to rail across Glasgow and in the West of Scotland and the Metropolitan Glasgow Strategic Drainage Plan were both designated as national developments. The facilities developed for the Commonwealth Games and Glasgow Airport were also key priorities.
Since then, good progress has been made on redevelopment, transport and regeneration activities across the conurbation. There has been significant investment in rail, including Paisley Corridor Rail Improvements (PCI) which have been increasing capacity and improving journey quality on one of the busiest sections of the Scottish network. In Ayrshire/Inverclyde 34 new electric class trains have been rolled out as part of a £430 million investment over 16 years, which addresses overcrowding, especially in and around Glasgow, by providing an additional 7,500 seats. Services to Ayrshire have been increased from four to six per hour and the Paisley Canal Line has been electrified. Additionally, investment is being made in Fastlink and the subway. Improved surface transport access to Glasgow Airport was supported in NPF2 and remains part of a proposed national development in NPF3.

There are continuing challenges around environmental quality and nationally significant concentrations of vacant and derelict land across the area. Social and health inequalities are significant, with relatively low levels of employment and earnings in many areas having been exacerbated by the economic downturn. Particularly low life expectancy is a stark characteristic of the region’s most disadvantaged communities.

We believe that the key priority for this area should therefore be to ensure that planning and placemaking works with the regeneration agenda to help deliver significant improvements to health, wellbeing and quality of life. New economic opportunities are emerging for the updated strategy to focus, on including the Creative Clyde Enterprise Area site. Riverside Inverclyde Urban Regeneration Company, whilst continuing to create local employment opportunities and improve the quality of the local environment, is also working with key stakeholders to support key sectors which utilise local assets such as the waterfront and the industrial capacity in Inverclyde to support the renewable energy sector. Glasgow’s bid to host the 2018 Youth Olympic Games also provides an exciting opportunity to support regeneration.

The facilities for the Commonwealth Games will have been delivered by the time NPF3 is finalised, and there may be opportunities arising from the Games legacy which will be underpinned by the continuing work of Clyde Gateway Urban Regeneration Company. Work is progressing on the Central Scotland Green Network, and the Forth and Clyde Canal provides strategically linked opportunities to support regeneration through flood risk management and environmental enhancement, as well as opportunities for active recreation, travel and tourism, with innovative ideas such as the Lomond Canal project. Much of the development in this area continues to focus on the Clyde itself. These include opportunities for long term integrated management and adaptation.

Key issues in this area will therefore include:

- Continuing recognition of the importance of Glasgow City Centre, the Clyde Gateway and Clyde Waterfront, as well as Ravenscraig.
- Continuing transformation of place, green infrastructure and regeneration of vacant and derelict land.
- Addressing the impact of the economic downturn on the urban environment and supporting investment, including in renewable energy, biosciences, the creative industries, tourism and recreation.
- Long-term, regional approaches to climate change adaptation.
Area 6: South West Coast

This area extends from North Ayrshire southwards along the coast to Stranraer. NPF2 identified port facilities at Cairnryan as a national development and this work has been largely completed – significant associated road improvements have been and are being delivered. The NPF2 South of Scotland regional perspective emphasised the importance of the southern part of this area for providing connections to other parts of the UK and Ireland, and the need to maintain and improve transport links to the rest of Scotland.

It is proposed that Prestwick Airport, including the adjacent Enterprise Area site focussing on the aerospace sector, are recognised as a key priority within NPF3. The Irvine Bay Regeneration Company has taken on a more significant role in the economic development of the local area with its Irvine site having been identified as a Life Sciences Enterprise Area, linking with wider regeneration plans. An application for a new clean coal power station at Hunterston has been withdrawn, although Hunterston was identified as a Phase 1 site in the National Renewables Infrastructure Plan and it acts as an important hub in the electricity transmission network. The Hunterston Competitive Advantage Study, supported by a number of key partners, is exploring potential uses of the site for infrastructure and commercial investment, and the operational life of Hunterston B nuclear power station has been extended. There is also medium-term potential for renewable energy development at the ports at Ayr, Troon and Stranraer.

Relocation of the Stena ferry to Cairnryan means that there is a need for regeneration of the Stranraer Waterfront. A masterplan for mixed use development has been developed to make best use of this brownfield site, with significant potential to improve the quality of the built environment and support construction employment and investment in tourism. There are also ongoing opportunities for environmental improvements in and around this area, including through the Central Scotland Green Network and the East Ayrshire Futurescapes project.

Consultees emphasised the continuing importance of transport links within this area, and connections to the rest of Scotland. Links to Prestwick Airport and Cairnryan/Stranraer are continuing priorities. Links from the area to the M74, and the strategic investment opportunities it provides, and the role of the wider area as a gateway to Scotland, could also support the long-term regeneration of the area.
Key issues in this area will therefore include:

○ Continuing regeneration and further cross-boundary working to reinforce the area’s sense of place and environmental quality.

○ Recognition of role of Hunterston as an energy hub and its continuing national significance as a deep water port, as well as the strategic importance of Prestwick Airport and Cairnryan as key gateways.

○ Improved connections within the region, to Glasgow and inland to the M74.

○ Realising opportunities for tourism and recreation, including those offered by the regeneration of settlements on the Ayrshire Coast and the Galloway and Southern Ayrshire Biosphere Reserve and Dark Skies Park.
Proposed National Developments

1. Onshore infrastructure for offshore renewable energy
2. Grid Infrastructure Enhancements
3. Baseload capacity at existing sites: Longannet and Cockenzie
4. Grangemouth and Peterhead Carbon Capture and Storage
5. National Cycling and Walking Network
6. Metropolitan Glasgow Strategic Drainage Plan
7. Central Scotland Green Network
8. Dundee Waterfront
9. Ravenscraig
10. Aberdeen Harbour
11. Grangemouth Investment Zone
12. Freight Capacity on the Forth
13. High Speed Rail
14. Airport Enhancements
Using this document

This Main Issues Report contains a suite of strategy maps with a clear graphic style which present our preferred strategy. The strategy maps are diagrammatic and indicative only.

The graphic style used in the strategy maps is consistent with the emerging graphics style at the regional planning level, illustrated by the recent publication of the Aberdeen City and Shire SDP.

This document also contains background maps which have a different graphic style and present contextual information.

Key

A fold-out at the back cover of the printed document contains an overview key for all the strategy maps. A key is also provided for each of the strategy maps.
Areas of Coordinated Action

Projects

Movement  High Speed Rail (route to be determined)

Green  National Scenic Areas, National Parks and Biosphere Reserves

Proposed National Cycling and Walking Networks

Place  Projects  Strategic hubs

City regions

Infrastructure  Geothermal and Pearlhead Carbon Capture and Storage

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