

## Contents

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<b>Abbreviations and Acronyms</b> .....	<b>ii</b>
<b>2 Policy and Legislative Context</b> .....	<b>1</b>
<b>2.1 Introduction</b> .....	<b>1</b>
<b>2.2 Need for the Development</b> .....	<b>1</b>
<b>2.3 Identification of Relevant Policy and Legislation</b> .....	<b>1</b>
<b>2.4 Climate Change</b> .....	<b>2</b>
2.4.1 The Kyoto Protocol .....	2
2.4.2 The Paris Agreement .....	2
2.4.3 Climate Change Act 2008 .....	2
2.4.4 Climate Change (Scotland) Act 2009 .....	3
2.4.5 A Low Carbon Economic Strategy for Scotland: Scotland – A Low Carbon Society .....	4
2.4.6 The National Planning Framework and Scottish Planning Policy .....	4
<b>2.5 Energy</b> .....	<b>4</b>
2.5.1 The EU 2020 Energy Strategy (Energy 2020: A strategy for competitive, sustainable and secure energy).....	4
2.5.2 EU Energy Road Map 2050 .....	5
2.5.3 European Renewable Energy Directive .....	5
2.5.4 National Renewable Energy Action Plan for the United Kingdom .....	5
2.5.5 The UK Low Carbon Transition Plan – National strategy for climate and energy .....	5
2.5.6 The UK Renewable Energy Strategy .....	6
2.5.7 Scottish Energy Strategy: The Future of Energy in Scotland .....	6
<b>2.6 Marine</b> .....	<b>6</b>
2.6.1 UK Marine Policy Statement .....	6
2.6.2 Scotland’s National Marine Plan .....	6
2.6.3 Blue Seas - Green Energy: A Sectoral Marine Plan for Offshore Wind Energy in Scottish Territorial Waters: Part A The Plan .....	7
2.6.4 Marine Protected Areas (MPAs).....	7
2.6.5 Marine (Scotland) Act 2010.....	7
<b>2.7 Onshore Development</b> .....	<b>7</b>
2.7.1 National Planning Framework for Scotland 3 (NPF3).....	7
2.7.2 Scottish Planning Policy (SPP).....	8
<b>2.8 Other Policies, including Local Planning Authorities Plans</b> .....	<b>8</b>
<b>References</b> .....	<b>9</b>

## Abbreviations and Acronyms

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DECC	Department of Energy and Climate Change
EIA	Environmental Impact Assessment
EU	European Union
HM	Her Majesty
ICOL	Inch Cape Offshore Limited
IPCC	Intergovernmental Panel on Climate Change
MPA	Marine Protected Area
NPF3	National Planning Framework for Scotland 3
OfTW	Offshore Transmission Works
SPP	Scottish Planning Policy
STW	Scottish Territorial Waters
UK	United Kingdom
UNFCC	United Nations Framework Convention on Climate Change

## 2 Policy and Legislative Context

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### 2.1 Introduction

- 1 This chapter describes the policies and legislation which support, or are drivers for, the development of offshore renewable energy and are relevant to the Inch Cape Wind Farm and Offshore Transmission Works (OfTW) (together the 'Development'). Specific policies and legislation relevant to the individual assessments is detailed in each technical chapter.
- 2 This chapter is supported by the Offshore Planning and Policy Statement, which has been submitted as part of this application.

### 2.2 Need for the Development

- 3 The key drivers underpinning the need for renewable energy, follow from international and European Union (EU) policies and obligations are as follows:
  - The need to reduce greenhouse gas emissions, including increasing energy generation from low carbon sources to replace high carbon energy sources such as burning coal and oil;
  - The need for energy security, including:
    - The need to secure safe, affordable, reliable and preferably local energy generation for the UK market;
    - The need to replace existing old energy generation infrastructure;
    - The need to support expected electricity demand whilst meeting climate change commitments; and
  - The need to maximise economic opportunities from energy infrastructure.
- 4 This Development is being progressed to take advantage of advancements in offshore wind technology that falls outwith the design envelope granted to Inch Cape Offshore Limited (ICOL) in 2014. Utilising modern technology will not only improve the Development's efficiencies but also minimise the associated potential environmental impact, as demonstrated in *Chapters 6: Site Selection and Alternatives* and *18: Summary of Effects* respectively. The role of the Development in helping deliver these requirements is also discussed in *Chapter 8: Benefits of the Development*.

### 2.3 Identification of Relevant Policy and Legislation

- 5 A number of international, United Kingdom (UK), Scottish and other relevant policies and legislation have been taken into account during the preparation of this Environmental Impact Assessment (EIA) Report as they help to demonstrate the need for the Development and the way in which the Development has been developed.
- 6 The policies and legislation considered in this chapter have been split into specific topics, which relate to the range of considerations appropriate for a development of this nature:

- Climate change (see *Section 2.4*);
- Energy (see *Section 2.5*);
- Marine (see *Section 2.6*);
- Onshore Development (see *Section 2.7*);
- Other Policies (see *Section 2.8*).

## 2.4 Climate Change

- 7 Current awareness of climate change has resulted in commitments, legislation and policy designed to reduce carbon emissions. The Intergovernmental Panel on Climate Change (IPCC), *Climate Change 2014 Synthesis Report* states that:

*‘Human influence on the climate system is clear, and recent anthropogenic emissions of greenhouse gases are the highest in history. Recent climate changes have had widespread impacts on human and natural systems.’*

- 8 Those policies of most relevance to the Development to address climate change are described below.

### 2.4.1 The Kyoto Protocol

- 9 *“The Kyoto Protocol is an international agreement linked to the UNFCCC, which commits its Parties by setting internationally binding emission reduction targets (United Nations, 2013)”*. By ratifying the Protocol, countries agree to meet their targets primarily through national measures; in the UK this Protocol led to the Climate Change legislation and policy described below.
- 10 The Protocol’s first commitment period started in 2008 and ended in 2012. The second commitment period began on 1 January 2013 and will end in 2020, when it will be replaced by the *Paris Agreement*.

### 2.4.2 The Paris Agreement

- 11 The *Paris Agreement* builds upon the *Kyoto Protocol* and brings together 175 parties with the aim of keeping a global temperature rise to below 2 degrees Celsius above pre-industrial levels and to pursue efforts to limit the temperature increase even further to 1.5 degrees Celsius. The Agreement requires all parties to put forward their best efforts through *‘nationally determined contributions’* which includes that all parties report regularly on their emissions and on their implementation efforts.

### 2.4.3 Climate Change Act 2008

- 12 The *Climate Change Act 2008* requires that UK emissions are reduced by at least 80 per cent by 2050, compared to 1990 levels. The Act provides a legal framework for ensuring that the

UK Government meets its commitments to tackle climate change. Devolved administrations have defined their own legally binding targets which are the same or more stringent than those defined by the UK Government. The Act also introduced a system of legally binding carbon budgets to set a ceiling on carbon emissions over successive five yearly periods. The first three budgets require emissions to be reduced by at least 34 per cent on baseline levels by 2020.

#### 2.4.4 Climate Change (Scotland) Act 2009

- 13 The *Climate Change (Scotland) Act 2009* contains provisions that set a legally binding target for reducing carbon dioxide emission by at least 42 per cent by 2020 and at least 80 per cent by 2050, compared to 1990 levels. These targets are more stringent than the UK targets (see *Section 2.4.3*). In 2017, the Scottish Government consulted on a new Climate Change Bill which proposes to increase the 2020 target to 56 percent and the 2050 target to 90 percent, with increased interim targets of 66 percent for 2030 and 78 percent 2040. At the time of writing, further action by the Scottish Government regarding the Bill is awaited.
- 14 The Act places sustainable development duties on Scottish Ministers and public bodies relating to climate change. The way in which offshore wind farm developments contribute towards achieving the governments carbon reduction commitments has been considered in *Chapter 8*.
- 15 The Act is underpinned in Scotland by a series of strategies and policies which provide further detail on how climate change targets can be achieved. The *Climate Change Delivery Plan: Meeting Scotland's Statutory Climate Change Targets* (Scottish Government 2009a) sets a framework for action to achieve emissions reductions including a series of ten pledges, the first of which directly relates to the implementation of renewable energy to promote large scale, decentralised and sustainable generation. Subsequent strategies include *Low Carbon Scotland - Meeting the Emissions Reduction Targets 2010-2022: The Report on Proposals and Policies* (Scottish Government, 2011) and its updated draft document *Low Carbon Scotland: Meeting our Emissions Reduction Targets 2013-2027: The Draft Second Report on Proposals and Policies* (Scottish Government, 2013a). These documents set out proposals and policies to achieve the statutory emissions targets and identify decarbonisation of electricity generation as a key driver of progress towards a low carbon economy. The commitment to renewable energy is clearly set out along with the Scottish Government's commitment to supply 100 per cent of energy demand from renewable sources by 2020.
- 16 The Scottish Government has published their *Climate Change Plan (Scottish Energy Strategy: The Future of Energy in Scotland)* which sets out how Scotland intends to meet the emission reduction targets in the period 2018-2032. This plan will sit alongside the Scottish Government's Energy Strategy (see *Section 2.5.5*), and provides the strategic framework for transition to a low carbon Scotland. The new *Climate Change Plan* builds on the previous reports on policies and proposals detailed above (Scottish Government, 2018).

#### 2.4.5 A Low Carbon Economic Strategy for Scotland: Scotland – A Low Carbon Society

17 The *Low Carbon Economic Strategy* (Scottish Government, 2010) is an integral part of the Government's plan to secure sustainable economic growth. It is also a key component of the Scottish Government's broader approach to meet Scotland's climate change targets and secure the transition to a low carbon economy.

#### 2.4.6 The National Planning Framework and Scottish Planning Policy

18 All of the above climate change commitments and obligations will be delivered through the *National Planning Framework for Scotland 3* (NPF3) and *Scottish Planning Policy* (SPP).

19 NPF3 will facilitate the transition to a low carbon economy, particularly by supporting diversification of the energy sector. The spatial strategy as a whole aims to reduce greenhouse gas emissions and facilitate adaptation to climate change.

20 Section 44 of the *Climate Change Act* places a duty on every public body to act:

- in the way best calculated to contribute to the delivery of emissions targets in the Act;
- in the way best calculated to help deliver the Scottish Government's climate change adaptation programme; and
- in a way that it considers is most sustainable.

21 The SPP sets out how this should be delivered on the ground. By seizing opportunities to encourage mitigation and adaptation measures, planning policy is intended to support the transformational change required to meet emission reduction targets and influence climate change.

### 2.5 Energy

22 Energy policy and national planning policy are material considerations to the determination of project consents and provide a clear framework and strategy which are central to the background and context of the Development. In addition to information in this chapter, the legislation specific to the determination of the application is detailed in *Chapter 3: Regulatory Requirements*.

#### 2.5.1 The EU 2020 Energy Strategy (Energy 2020: A strategy for competitive, sustainable and secure energy)

23 The *EU Energy Strategy* was developed in response to Kyoto, and sets out the priorities to ensure that by 2020, the EU aims to reduce its greenhouse gas emissions by at least 20 percent, increase the share of renewable energy to at least 20 percent of consumption, and achieve energy savings of 20 percent or more. All EU countries must also achieve a 10 percent share of renewable energy in their transport sector.

### 2.5.2 EU Energy Road Map 2050

- 24 The *EU Energy roadmap 2050* for low carbon economy builds on the *2020 Energy Strategy* and sets out the EU goal to cut greenhouse gas emissions by 80–95 percent by 2050, and notes that two thirds of our energy should come from renewable sources (EC 2011). It particularly identifies offshore wind as providing a main contribution to meeting the low carbon targets set by Kyoto.

### 2.5.3 European Renewable Energy Directive

- 25 The *Renewable Energy Directive* (2009/28/EC) sets renewable energy targets from EU Member States such that the EU will reach 20 per cent of energy from renewable sources by 2020. The UK's individual target is to generate 15 per cent of energy from renewable sources by 2020 in the *National Renewable Energy Action Plan* for the UK.

### 2.5.4 National Renewable Energy Action Plan for the UK

- 26 The Action Plan (Department of Energy and Climate Change (DECC), 2010) produced as a requirement of Article 4 of the *European Renewable Energy Directive* (2009/28/EC) requires each Member State to submit a National Renewable Energy Action Plan. The *Renewables Action Plan* (Scottish Government, 2009b) sets out the Scottish Government renewable energy targets but this was subsequently revised by the publication of the *2020 Routemap for Renewable Energy in Scotland* (Scottish Government, 2015a). This updated and expanded Routemap reflects the Scottish Government's target to meet an equivalent of 100 per cent demand for electricity from renewable energy by 2020. The 2015 update to the Routemap stated that in 2014, renewable sources delivered 49.8 per cent of gross electricity consumption, overtaking nuclear as Scotland's single largest source of electricity, and renewable generation in Scotland made up approximately 30 per cent of the total UK renewable generation (Scottish Government 2015a).

### 2.5.5 The UK Low Carbon Transition Plan – National strategy for climate and energy

- 27 The White Paper (Her Majesty's (HM) Government, 2009a) sets out the UK's first low carbon transition plan to 2020 and how the Government plans to meet its binding carbon budget – an 18 per cent cut in emissions on 2008 levels by 2020 (34 per cent on 1990 levels). The plan details the UK Government intention to invest up to £120 million in offshore wind and an additional £60 million to cement the UK's position as a global leader in marine energy.

### 2.5.6 The UK Renewable Energy Strategy

28 The Strategy (HM Government, 2009b) details how the UK can reach its goal of 15 per cent of energy from renewables by 2020. The aim of this strategy is, by 2020, renewable energies will be used to supply the equivalent of nearly all 26 million homes in the UK with their current electricity needs, and four million homes with their current heating needs. This strategy predicted that 30 per cent of UK electricity will come from renewable sources by 2020 with more than two-thirds of that coming from onshore and offshore wind developments.

### 2.5.7 Scottish Energy Strategy: The Future of Energy in Scotland

29 Published in December 2017, Scotland's first *Energy Strategy* sets out the Scottish Government's vision for the future energy system in Scotland. It articulates six energy priorities, including championing Scotland's renewable energy potential, for a whole-system approach that considers both the use and the supply of energy for heat, power and transport (Scottish Government, 2017). The strategy sets out two new targets for the Scottish Energy System by 2030:

- The equivalent of 50 per cent of the energy for Scotland's heat, transport and electricity consumption to be supplied from renewable sources; and
- An increase by 30 per cent in the productivity of energy use across the Scottish economy.

## 2.6 Marine

30 There are several policies which specifically relate to works within the marine environment which have been considered in the preparation of this EIA Report.

### 2.6.1 UK Marine Policy Statement

31 The Policy Statement (HM Government, 2011) provides the framework for preparing Marine Plans and taking decisions affecting the marine environment. The Policy Statement assumes a significant part of the renewable energy required to meet targets and objectives will come from marine sources. Of these marine sources, offshore wind is expected to provide the largest single renewable electricity contribution towards 2020 targets and beyond.

### 2.6.2 Scotland's National Marine Plan

32 *Scotland's National Marine Plan* was published in March 2015, along with *Scotland's Marine Atlas: Information for The National Marine Plan* (Scottish Government 2015b). The Plan provides a comprehensive overarching framework for all marine activity in Scottish Territorial Waters (STW). There is no Marine Planning Partnership formed for the area relevant to the Development.



### 2.6.3 Blue Seas - Green Energy: A Sectoral Marine Plan for Offshore Wind Energy in Scottish Territorial Waters: Part A The Plan

34 The Plan (Marine Scotland, 2011) confirmed a number of offshore wind development areas within identified regions around Scotland. Within the defined 'East' region, Inch Cape and Neart na Gaoithe are being progressed. One further site was identified, Forth Array, but has since been withdrawn.

### 2.6.4 Marine Protected Areas (MPAs)

35 The MPA network aims to protect biodiversity, geodiversity and contribute to the UK's agreement with international partners to create an ecologically coherent network of well-managed MPAs in the North East Atlantic (Scottish Government, 2013b).

### 2.6.5 Marine (Scotland) Act 2010

36 The Act introduced statutory powers for marine planning in Scotland's seas. *Scotland's National Marine Plan* published in March 2015 sets national objectives and policies for marine and coastal planning (Scottish Government, 2015b). The Plan acknowledged the importance of turning Scotland's offshore energy resources into a fully developed industry contributing to economic and climate change objectives and proposes a presumption in favour of sustainable development.

## 2.7 Onshore Development

37 There are several development policies which are relevant to renewable energy developments. These have been identified in relation to various elements of the Development including the Offshore Export Cable Corridor, landfall location and Onshore Transmissions Works.

### 2.7.1 National Planning Framework for Scotland 3 (NPF3)

38 NPF3 (Scottish Government, 2014a) is the long term spatial strategy for Scotland. The key aims of NPF3 are:

- *to create a successful, sustainable Scotland with fairly distributed opportunities;*
- *to create a low carbon Scotland and to be a world leader in low carbon energy generation, both onshore and offshore;*
- *to create a natural and resilient Scotland where natural and cultural assets are respected and represent a sustainable economic, environmental and social resource for the nation; and*
- *a connected Scotland, making better use of our existing infrastructure, and having improved internal and international transport links.*

39 As part of the strategy for achieving the vision for Scotland as a "low carbon place" NPF3 specifically references the desire for Scotland to become "a world leader on offshore renewable energy" (Paragraph 1.2) and has stated that in order to support this vision there

should be “*planning enabling development of onshore links to support offshore renewable energy development.*”. It is highlighted that “*a strategy for the marine grid, connecting with the onshore network, will help to provide greater clarity on the offshore projects required.* (Commentary on National Development 4)”

### **2.7.2 Scottish Planning Policy (SPP)**

40 SPP (Scottish Government, 2014b) highlights support for offshore renewable energy generation and the role the planning system has in the development of the offshore industry. SPP states in Paragraph 89 that “*Plans should identify areas of largely developed coast that are a major focus of economic or recreational activities that are likely to be suitable for further development; areas subject to significant constraints; and largely unspoiled areas of coast that are generally unsuitable for development*”. Paragraph 89 goes on to state that “*this broad division does not exclude important local variations...or essential onshore developments connected with offshore energy projects...*”.

41 Paragraph 90 of SPP comments that development plans “*should provide for the development requirements of users requiring a coastal location, including...land-based development associated with offshore energy projects.*”

### **2.8 Other Policies, including Local Planning Authorities Plans**

42 Other policies, such as terrestrial, regional and local plans, relevant to the determination of the application have been taken into consideration during the preparation of this EIA Report. These topic specific policies are detailed in the relevant technical chapters.

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