

The logo for BAAN, consisting of the word "BAAN" in a bold, dark blue, sans-serif font, centered within a light blue rectangular box with a subtle drop shadow.

TOWN AND COUNTRY PLANNING ACT 1990

**Appeal by Bristol Airport Limited concerning land at North Side Road,
Felton, Bristol, BS48 3DY**

**DEVELOPMENT OF BRISTOL AIRPORT TO
ACCOMMODATE 12 MILLION PASSENGERS PER
ANNUM**

Planning Inspectorate Reference: APP/D0121/W/20/3259234

Local Planning Authority Reference: 18/P/5118/OUT

Date of Inquiry: July-October 2021

**BAAN'S WRITTEN SUBMISSIONS ON
THE NET ZERO STRATEGY**

5 November 2021

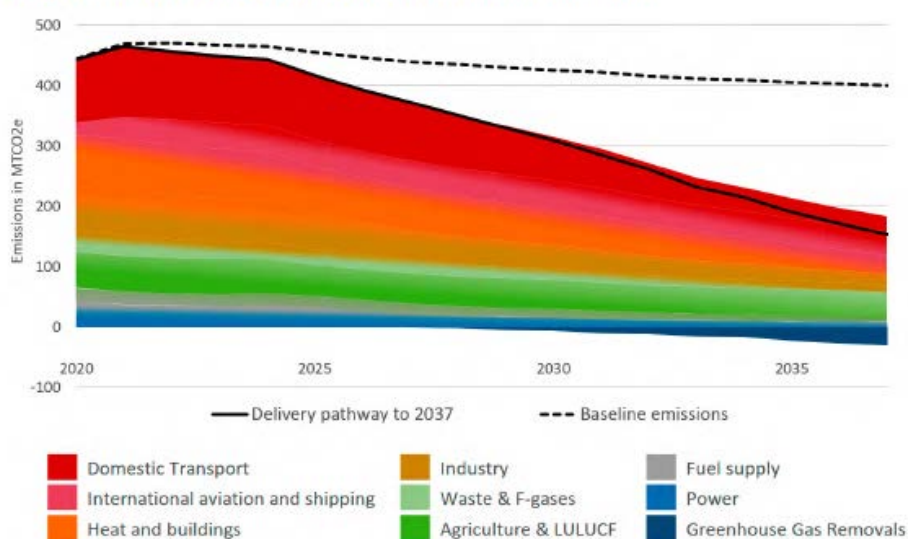
Introduction

1. In accordance with the Inspectors' note of 22 October 2021, these are BAAN's short written representations on the Net Zero Strategy. They also address the Climate Change Committee's Response to the Strategy.

The Net Zero Strategy

2. The Net Zero Strategy ("NZS") sets out the Government's indicative pathway and high-level plan for meeting the UK's emissions targets – for example, Figure 1 on pg 18:

Figure 1: Indicative delivery pathway to 2037 by sector



Source: BEIS Analysis (2021)

3. The NZS therefore provides, in Government policy, an indicative pathway for achieving the overall legislative obligation in section 1 of the Climate Change Act 2008 and the legislated carbon budgets, including the Sixth Carbon Budget. The pathway is broadly reflective of the Climate Change Committee's ("CCC") Balanced Net Zero Pathway, with ranges for each sector to contribute to Net Zero, including hard to decarbonise sectors.
4. Figures 21 and 22 (pgs 154-155) provide indicative emissions pathways to 2037 for domestic transport emissions and for international aviation and shipping emissions respectively. The NZS states:
"Based on our whole system modelling, by 2050, total transport emissions, including international aviation and shipping, could need to drop by 76-86% compared to 2019, down to 23-40MtCO2e. In the

interim, to meet our NDC and CB6 targets, we expect they could fall by 22-33% by 2030 and 46-59% by 2035, compared to 2019 levels. These figures are based on an indicative transport sector pathway contributing to the whole-economy net zero and interim targets. Our potential pathway also indicates residual emissions from domestic transport could need to fall by around 34-45% by 2030 and 65-76% by 2035, relative to 2019 levels (see figure 21). We anticipate that international aviation and shipping emissions could need to fall by up to 12% by 2035, relative to 2019 levels (see figure 22).” (pg 154)

5. The NZS refers to both the Jet Zero Strategy consultation and the Sustainable Aviation Fuel Mandate consultation and envisages that the result of those consultations will inform future steps to reach net zero aviation emissions by 2050 (pg 162ff).

6. The NZS also addresses the UK ETS, stating:

“The UK ETS acts as a cross-cutting policy lever to drive market-based abatement, incentivising industries to find the most cost-effective solutions to decarbonise. This ensures that, as industries develop lower carbon processes, our path to net zero adapts to cost-effective abatement routed in market-based solutions. We have committed to exploring expanding the UK ETS to the two thirds of uncovered emissions and we will provide a further update in due course. It remains important, however, that we develop policies which actively support and encourage sectors to decarbonise, rather than rely on applying an emissions cap and the consequent carbon pricing as our sole mechanism.” (pg 85, emphasis added)

7. Finally, the NZS expressly does not say that the policies and proposals it contains will deliver future carbon budgets and net zero – the indicative sectoral pathways are based on current policy bolstered by “theoretical potential”:

“The uncertainties inherent in our 2050 scenarios also apply to our 2037 delivery pathway. It is designed only to provide an indicative basis on which to make policy and plan to deliver on our whole-economy emissions targets. The exact path we take is likely to differ and must respond flexibly to changes that arise over time. The pathway is based on our understanding now of the potential for each sector to reduce emissions up to 2037, considering the balance

between sectors that is optimal for the entire economy in terms of delivery and cost. Emission reductions beyond our existing policies combine evidence on theoretical potential for abatement with judgements about barriers to delivery, the rate at which low carbon options could be adopted in practice and timescales for key decisions.” (pg 74, emphasis added).

The CCC’s Response

8. The CCC’s Response to the NZS¹ welcomes the plan and concludes that the Government’s pathway to Net Zero is broadly similar to the CCC’s Balanced Net Zero Pathway. The CCC points out that the Government has not quantified the effect of each policy and proposal on emissions, so “while the Government has proposed a set of ambitions that align well to the emissions targets, it is not clear how the mix of policies will deliver on those ambitions – albeit in theory they could.” (pg 27).
9. The CCC also points to the uncertainties and risks associated with the approach to aviation emissions specifically in the NZS:

“The Government does not address ... limiting the growth of aviation demand in reducing emissions... These options must be explored further to minimise delivery risks from an increased reliance on technology” (pg 4)

The CCC recognises that the NZS relies on “substantial progress” from technologies, particularly from sustainable aviation fuels and rapid improvements in new aircraft efficiency in aviation, which are “clearly very stretching, and progress will need to be monitored closely” (pg 13).
10. The CCC emphasises that limiting growth in flying is valuable for reducing emissions directly and that “reduced flying cuts non-CO₂ climate effects from aviation (which are of comparable size to the CO₂ effects)” (pg 13, emphasis added). The inclusion of reference to non-CO₂ effects and the characterisation of their extent is important to note.
11. The CCC concludes:

“[T]he UK’s emissions targets will be missed if delivery were to fall short in some areas, without credible options to go further elsewhere. Keeping in play behavioural options such as diet change and

¹ *Independent Assessment: The UK’s Net Zero Strategy* (26 October 2021), <https://www.theccc.org.uk/publication/independent-assessment-the-uks-net-zero-strategy/>

measures to limit growth in aviation will also be important in managing risks of progress falling off track.” (pg 15)

Conclusion

12. Accordingly, the NZS does not closed the so-called ‘policy gap’ between adopted policy and the policies required to meet the legislated carbon budgets and the Net Zero obligation. Rather, the NZS sets out an indicative mix of sectoral emission reductions based on the Government’s current analysis of cost-effective abatement, which it expects to change over time.
13. The key conclusion is thus that there is no sense in which the policies in the NZS or those already implemented (such as the UK ETS) provide a complete framework for achieving the obligations under the Climate Change Act 2008 or for addressing dangerous climate change, whether in a way that would make other interventions like managing airport capacity through the planning system somehow redundant or unnecessary or in a way that gives a ‘carte blanche’ to the consenting of new high-carbon infrastructure.
14. Furthermore, in light of the foregoing:
 - 14.1 BAAN’s evidence provided in the supplementary proofs of evidence BAAN/W1/4; BAAN/W2/5 and BAAN/W3/5 and submissions made in Closing, in particular in §§76-78, remain good. It remains probable, as Professor Anderson stated in his evidence, that the type of demand management recommended by the CCC will be found to be necessary, likely by the advent of the first five-year review of *Decarbonising Transport*;
 - 14.2 The CCC’s response confirms the importance and extent of non-CO₂ effects, which BAL have consistently sought to diminish, and emphasises the importance of demand management for addressing these effects. It therefore strengthens BAAN’s evidence concerning the failure to assess harm caused by the impact of non-CO₂ emissions (see §§48-56 of BAAN’s Closing);
 - 14.3 The NZS strengthens BAAN’s evidence concerning the UK ETS and shows that BAL is wrong to rely on the impact of the UK ETS as an adequate mitigation mechanism of the significant environmental impact of the proposed development (see §§41-47 of BAAN’s Closing); and
 - 14.4 The NZS strengthens BAAN’s evidence and submissions concerning the importance of assessing the impact of the proposed expansion by

reference to the CCC's Balanced Net Zero pathway, as this is now reflected in Government policy (see eg §§16-18 of BAAN's Closing).

15. The NZS thus strengthens a number of key the bases on which BAAN invited the Inspectors to dismiss the appeal.

BAAN
5 November 2021