

**East Midlands Gateway
Phase 2 (EMG2)**

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ENVIRONMENTAL STATEMENT

Volume 2 Technical Appendices

Appendix 19A

Climate Change Policy Review

July 2025

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The East Midlands Gateway Phase 2
and Highway Order 202X and The East Midlands Gateway
Rail Freight and Highway (Amendment) Order 202X

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Prepared by:

RPS

Tomos Murray
Consultant - EIA and Sustainability

101 Park Drive
Milton Park
Abingdon, Oxfordshire OX14 4RY

T +44 1235 821 888
E tomos.murray@rps.tetrattech.com

Prepared for:

SEGRO (Properties) Ltd

Ian Rigby
Director, Technical Development, National Markets

Two Friargate
Station Square
Coventry, CV1 2GN

T +44 2475 52 9740
E ian.rigby@segro.com

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1 CLIMATE CHANGE POLICY REVIEW

1.1 National Planning Policy and Legislation

Climate Change Act 2008 (as amended)

- 1.1.1 The Climate Change Act 2008 as amended commits the UK government to reducing greenhouse gas (GHG) emissions by 100% of 1990 levels by 2050 and created a framework for setting a series of interim national carbon budgets and plans for national adaptation to climate risks.
- 1.1.2 At present, the Third, Fourth, Fifth and Sixth Carbon Budgets, set through The Carbon Budget Orders 2009, 2011, 2016 and 2021, are 2.54 GtCO₂e for 2018-2022, 1.95 GtCO₂e for 2023-2027, 1.73 GtCO₂e for 2028-2032 and 0.97 GtCO₂e for 2033-2037 respectively. The Sixth Carbon Budget is the first Carbon Budget that is consistent with the UK's net zero target, requiring a 78 % reduction in GHG emissions by 2035 from 1990 levels.
- 1.1.3 The Climate Change Act created the Committee on Climate Change (now Climate Change Committee) to give advice on carbon budgets and report on progress. The Committee through its Adaptation Sub-Committee also gives advice on climate change risks and adaptation. The Act also established a requirement for the UK Government to publish a CCRA every five years to assess the risks for the UK from the current and predicted impacts of climate change.

United Nations Conference of the Parties (COP)

- 1.1.4 The Conference of Parties are (typically) annual climate summits, attended by world leaders globally, where the effects of measures introduced to limit climate change are discussed.
- 1.1.5 The Paris Agreement (United Nations Framework Convention on Climate Change (UNFCCC), 2015) sets out a global framework to avoid dangerous climate change by limiting global warming to well below 2 degrees Celsius (°C) and pursuing efforts to limit it to 1.5°C. It also aims to strengthen country's ability to deal with the impacts of climate change and support them in their efforts. This Agreement is the first-ever universal, legally binding global climate change agreement, adopted at the Paris climate conference (COP21) in December 2015 by 194 parties, including the UK.
- 1.1.6 The Paris Agreement requires countries to submit a Nationally Determined Contribution (NDC) to the United National Framework Convention on Climate Change. The UK's NDCs (BEIS, 2022; Department for Energy Security and Net Zero (DESNZ), 2024a) commits the UK to reducing economy-wide GHG emissions by at least 68% by 2030 and 81% by 2035, compared to 1990 levels.
- 1.1.7 In addition, Article 7 of the Paris Agreement establishes a global goal on enhancing climate change adaptive capacity, strengthening reliance and reducing vulnerability to climate change.
- 1.1.8 The COP28 summit in November 2023 set out the first 'global stocktake' of global efforts to meet the goals of the Paris Agreement. This stocktake established that progress is at present too slow across climate mitigation and adaptation actions. Parties agreed to triple renewable energy capacity and double energy efficiency improvements globally by 2030, phase-down unabated coal power and transition away from fossil fuels in energy systems (UNFCCC, 2023).
- 1.1.9 The COP29 summit in November 2024 agreed a new climate finance goal from the developed world, to the developing world, and finalised market mechanism rules for carbon trading, but wider progress on climate adaptation and mitigation was limited (UNFCCC, 2024).

National Networks National Policy Statement

- 1.1.10 The National Networks National Policy Statement (NPS) (Department for Transport, 2024) sets out the UK Government's policy for the delivery of nationally significant road and rail networks. Policies relevant to the climate change assessment are set out below.
- 1.1.11 Paragraphs 4.33 to 4.44 discuss climate change adaptation:
 - *"In preparing measures to support climate change adaptation, applicants should consider whether nature-based solutions could provide a basis for such adaptation" (paragraph 4.38).*

- *“Applicants must consider the direct (e.g., flooding of road or rail infrastructure) and indirect (e.g., flooding of other parts of the road or rail network) impacts of climate change when planning the location, design, build, operation and maintenance” (paragraph 4.39).*
- Paragraphs 4.40-4.42 requires that the latest UK Climate Projections and associated research and expert guidance (such as the Environment Agency’s Climate Change Allowances for Floor Risk Assessments) should be used to identify and assess mitigation or adaptation measures. This should cover the estimated lifetime of the project, and demonstrate that projects should remain resilient to a maximum climate change scenario (avoiding any potential design features that are vulnerable to more radical changes to the climate).

1.1.12 Paragraphs 5.26 to 5.44 discuss climate change mitigation and GHG emissions:

- Paragraphs 5.28 to 5.30 note that the construction and operation of a project will result in GHG emissions, and as such projects should avoid, reduce or mitigate climate change impacts (in line with the mitigation hierarchy).
- Paragraphs 5.31 to 5.34 require the applicant to assess GHG emissions across the lifecycle of a project. *“All proposals for national network infrastructure projects should include a Whole Life Carbon Assessment at critical stages in the project lifecycle.”* The Whole Life Carbon Assessment *“should be conducted according to the guidance, standards and methodologies set out in Transport Analysis Guidance Unit A3.”* These paragraphs also reference PAS 2080: Carbon Management in Buildings and Infrastructure (BSI, 2023) to guide whole life carbon assessment and identification of decarbonisation measures.
- Paragraph 5.35 sets out that *“a carbon management plan should be produced as part of the Development Consent Order submission”*. The carbon management plan should include:
 - *“a Whole Life Carbon assessment for the project*
 - *an explanation of the steps that have been taken to drive down the carbon impacts of the project*
 - *how construction and operational emissions and, where applicable, emissions from maintenance activities, have been reduced as much as possible using the carbon reduction hierarchy (e.g., as set out in PAS2080) (recognising that in the case of road projects while the developer can estimate the likely emissions from road traffic, it is not solely responsible for controlling them)*
 - *whether and how any residual carbon emissions will be (voluntarily) offset or removed using a recognised framework (any offsetting of emissions should not be included in the Whole Life Carbon Assessment headline figures)*
 - *where there are residual emissions, the level of emissions and the impact of those on any relevant statutory carbon budgets”.*
- Paragraphs 5.36 and 5.37 note that *“Applicants should look for opportunities within the design of the proposed development to embed nature-based or technological solutions to mitigate, capture or offset the emissions of construction. Steps taken to minimise, capture and offset emissions in design and construction, should be set out in the carbon management plan, secured under the Development Consent Order. Applicants may wish to refer to the Institute of Environmental Management and Assessment Greenhouse Gas Management Hierarchy guidance when drafting their application.”*
- Paragraphs 5.38 to 5.42 set out considerations for the decision making process, including:
 - *“The Secretary of State must be satisfied that the applicant has as far as possible assessed the carbon emissions at all stages of the development*
 - *The Secretary of State should be content that the applicant has taken all reasonable steps to reduce the total carbon emissions at all stages of development.*
 - *The Secretary of State should also give positive weight to projects that embed nature-based or technological processes to mitigate or offset the emissions of construction and within the proposed development. However, given the important role national network infrastructure plays in supporting the process of economy wide decarbonisation, the*

Secretary of State accepts that there are likely to be some residual emissions from construction of national network infrastructure.

- *Operational carbon emissions from some types of national network infrastructure cannot be totally avoided. Given the range of non-planning policies aimed at decarbonising the transport system, government has determined that a net increase in operational carbon emissions is not, of itself, reason to prohibit the consenting of national network projects or to impose more restrictions on them in the planning policy framework.*
- *Operational emissions will be addressed in a managed, economywide manner, to ensure consistency with carbon budgets, net zero and our international climate commitments. Therefore, approval of schemes with residual carbon emissions is allowable and can be consistent with meeting net zero. However, where the increase in carbon emissions resulting from the proposed scheme are so significant that it would have a material impact on the ability of government to achieve its statutory carbon budgets, the Secretary of State should refuse consent.”*

National Planning Policy Framework

- 1.1.13 The National Planning Policy Framework (NPPF) was published in 2012 and updated in 2018, 2019, 2021, 2023 and 2024 (Ministry of Housing, Communities and Local Government, 2024). The NPPF sets out the Government’s planning policies for England and provides a framework by which to achieve sustainable development through three overarching objectives: economic, social and environmental.
- 1.1.14 The NPPF aims to help build a strong, responsive and competitive UK economy, whilst protecting and enhancing the natural, built and historic environment. The Framework includes a “*presumption in favour of sustainable development*”, which ensures plan- and decision-making follow sustainable guidelines. It highlights the importance of the UK’s transition to a low carbon future in a changing climate, including the need to ensure that development facilitates adaptation and mitigation to climate change, reduces waste and pollution and lowers carbon emissions.
- 1.1.15 Specific guidance is given for planning for climate change and the transition to a low carbon future.
- 1.1.16 Paragraph 161 states that the planning system should “*shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience*” and “*encourage the reuse of existing resources*”.
- 1.1.17 Paragraph 164 states that new development should “*avoid increased vulnerability to the range of impacts arising from climate change...care should be taken to ensure that risks can be managed through suitable adaptation measures*”. Further, new development should be planned in ways that “*help to reduce greenhouse gas emissions, such as through its location, orientation and design*”.
- 1.1.18 Paragraph 165 supports the deployment of renewable and low carbon energy sources, where opportunities should be identified for development “*to draw its energy supply from decentralised, renewable or low carbon energy supply systems*”.
- 1.1.19 The Planning Practice Guidance (Department for Levelling Up, Housing and Communities and Ministry of Housing, Communities and Local Government, 2024) supports the NPPF and provides guidance across a range of topic areas, including climate change. It recommends the consideration of future climate risks and promotes the implementation of suitable adaptation and mitigation strategies to manage any climate risk.

1.2 National Climate Change Policy and Strategy

National Infrastructure Strategy

- 1.2.1 The National Infrastructure Strategy focuses on the investment and delivery of infrastructure, which is fundamental to delivering net zero emissions by 2050 (HM Treasury, 2020). The strategy sets out

the UK Government's plans to deliver on this target, decarbonising the economy and adapting to climate change, through reforms in power, transport and buildings:

- Reducing emissions across whole sectors of the economy must be done in a sustainable way that minimises cost. Enabling heat decarbonisation is of key importance and will be supported by encouragement of the roll-out of existing technologies such as heat pumps and the development of emerging technologies such as hydrogen. The Strategy supports the roll-out of low carbon heat through the Renewable Heat Incentive.
- Working towards meeting the net zero emissions target by 2050, by decarbonising the UK's power, heat and transport networks, and taking steps to adapt to climate change impacts. This will require increased investment in and deployment of renewable energy.
- The government will extend support for EV charge point installation at workplaces with some scheme reforms to target difficult parts of the market such as leaseholders and small and medium enterprises.

Net Zero Strategy: Build Back Greener

- 1.2.2 This strategy sets out the UK's long-term plans to meet net zero emissions by 2050 and gives the vision for a decarbonised economy in 2050 (BEIS, 2021a).
- 1.2.3 The policies detailed in the strategy will be phased in over the next decade or beyond in order to continue decarbonisation towards net zero. They also aim to keep the UK on track to meet upcoming carbon budgets.
- 1.2.4 This strategy brings forward the ambition for a fully decarbonised power system by 15 years. The ambition is to fully decarbonise the UK's power system by 2035, through the growth in renewable and nuclear power in addition to hydrogen and flexible technologies to increase the flexibility of supply and energy storage capacity.
- 1.2.5 The strategy includes methods to promote the transition to low carbon buildings, which focuses on the phasing out of natural gas, increased energy efficiency, and improved resource efficiency and material substitution (including improved reporting on embodied carbon in buildings and infrastructure).

Heat and Buildings Strategy

- 1.2.6 The Heat and Buildings Strategy (BEIS, 2021b) sets out how construction and improvement of new and existing buildings can follow in line with a low-carbon future, and to achieve the elimination of *"virtually all emissions arising from heating, cooling and energy use in our buildings"*.
- 1.2.7 The Strategy highlights that to achieve this, there must be improvements in the thermal efficiency of buildings, internal heat and cooling distribution systems, energy storage and smart technologies to control and monitoring of energy usage.

Industrial Decarbonisation Strategy

- 1.2.8 The Industrial Decarbonisation Strategy (BEIS, 2021c) covers the full range of UK industry sectors, including construction, and sets out the ambition to decarbonise industry in line with the UK's net zero by 2050 target.
- 1.2.9 To achieve this, it is anticipated that all industry will need to reduce emissions by at least two thirds by 2035, and at least 90% by 2050. This strategy outlines how the government can work with the cement, concrete and steelmaking industries:
 - improvements in efficiency are needed, including improved energy management and heat recovery, along with support for fuel switching to low carbon fuels over the 2020s;

- encouraging research into low carbon cement and other construction materials through funding from the BEIS fuel switching programme and the Industrial Energy Efficiency Accelerator programme; and
- support circular economy principles within construction, including reuse, repair, recycling and reducing the quantity of materials used within manufacturing.

1.2.10 Further, the strategy supports increased resource efficiency and material substitution, and highlights the importance of sustainable use of resources in achieving emissions reductions. Circular economy practices (keeping products and materials in circulation through reuse, repair, recycling and reducing the quantity of materials used within manufacturing) are encouraged as a means to tackle carbon reductions at all stages of a product's lifetime. It is noted that *"individual measures with the most potential in reducing emissions are using more construction materials with low embodied carbon (such as timber)"* and reusing construction materials.

UK Climate Change Risk Assessment

- 1.2.11 Under the Climate Change Act 2008, the UK Government is required to produce a Climate Change Risk Assessment (CCRA) every five years. The CCRA presents and assesses the key risks from climate on the UK over a range of future climate scenarios. The most recent CCRA was completed in 2022 (HM Government, 2022).
- 1.2.12 The CCRA is supported by a series of technical reports, which provide further detail around sector-specific climate risks. The infrastructure technical report (Jaroszweski et al, 2021) notes a range of risks for the infrastructure sector, including to the transport and distribution sector from flooding, extreme weather and cascading failures across infrastructure systems.

Powering Up Britain: The Net Zero Growth Plan

- 1.2.13 While Powering Up Britain: The Net Zero Growth Plan (Department for Energy Security and Net Zero (DESNZ), 2023a) largely restates existing policy, the plan recognises the urgent need to decarbonise the UK's building stock, accelerating the UK's transition to net zero by minimising exposure to volatile fossil fuel prices and bolstering the UK's energy security.
- 1.2.14 Several commitments were reaffirmed within the plan, including:
- reducing total energy consumption from buildings and industry by 15% by 2030;
 - implementation of the Future Buildings Standard in 2025; and
 - a decarbonised power system by 2035.

Carbon Border Adjustment Mechanism Consultation

- 1.2.15 Following previous consultation exploring the implementation of measures to address carbon leakage (DESNZ, 2023b), the UK Government announced that it would introduce a Carbon Border Adjustment Mechanism (CBAM) from 1 January 2027 on imports of certain carbon intensive materials, including aluminium, cement, iron and steel (DESNZ, 2024b).
- 1.2.16 The implementation of this CBAM aims to address the risk of carbon leakage, whereby greenhouse gas emissions increase in another country due to differing levels of climate change mitigation policies, carbon pricing and regulation.

Progress in reducing emissions: 2024 Report to Parliament

- 1.2.17 The Climate Change Committee's 2024 Progress Report to Parliament (Climate Change Committee, 2024) provides an overview of the UK's progress to date in reducing emissions. It highlights that the overall pace of delivery of emissions reduction has diminished in recent years, recognising the fact that the rate of emissions reduction will need to accelerate quickly for the UK to meet its 2030 NDC and the Sixth Carbon Budget. The Climate Change Committee have assessed that only a third of the emissions reductions required to achieve the 2030 NDC are currently covered by credible plans.

- 1.2.18 While substantial falls in emissions in the buildings and industry sectors were recorded across 2023, the average reductions over the previous period (2015-2022) were below the pace required to ensure that the buildings and industry sectors reach net zero by 2050.

The Future Homes and Buildings Standards Consultation

- 1.2.19 The Future Homes and Buildings Standards Consultation (Department for Levelling Up, Housing & Communities, 2024) sets out proposed plans for the Future Buildings Standard and technical proposals for changes to the Buildings Regulations. The consultation proposes that performance levels will be at a level for new buildings which *'have high fabric standards, use low-carbon heating and are 'zero-carbon ready' (meaning no further work will be needed for them to have zero carbon emissions once the electricity grid has fully decarbonised).'* It also presents options to *'reduce running costs, while maintaining thermal comfort, balanced against build costs.'* Additionally, *'gas boilers, including hybrid and hydrogen-ready boilers, will not meet the proposed standards.'*

Clean Power 2030 Action Plan

- 1.2.20 The Clean Power 2030 Action Plan (DESNZ, 2024c) increases the ambition of decarbonising the UK's power system from 2035 (as set out in previous policy under the Conservative Government) to 2030. This will be achieved through substantial increases in installed offshore, onshore and solar capacity, alongside improving flexible capacity through battery storage and alternative long-duration energy storage.

The Seventh Carbon Budget: Advice for the UK Government

- 1.2.21 The Seventh Carbon Budget (Climate Change Committee, 2025) provides advice on the volume of emissions that can be emitted over the period 2038-2042, with accompanying policy recommendations to the UK Government to achieve this ambition.
- 1.2.22 To achieve this, strong contributions and changes must be made from a set of key technologies and behaviours across several areas, including electricity generation, building efficiency and construction. A reduction in demand for carbon-intensive activities across all sectors is also key, including reduction in waste and improvement in energy efficiency. Key measures for the non-residential buildings and industrial (including manufacture and construction) sectors are:
- Continued electrification of industrial processes, with small reductions also coming from use of carbon capture and storage, hydrogen and bioenergy, increased resource efficiency and energy efficiency.
 - Ensure all new heating for non-residential buildings is low carbon. In most circumstances this will be delivered through heat pump installation. Other emissions reductions should also be made through energy efficient building design (e.g. energy management systems and building fabric measures).

1.3 Local Policy

North West Leicestershire Local Plan 2011-2031

- 1.3.1 The North West Leicestershire Local Plan (NWLLP) 2011 to 2031 (NWLDC, 2021) sets out planning policies for sustainable development within the district, including preparing for, limiting and adapting to climate change.
- 1.3.2 The NWLLP states its intention to prepare for, limit and adapt to climate change by:
- *"Supporting the supply of energy and heat from renewable and low carbon sources;*
 - *Ensuring that new development incorporates sustainable building practices and where possible will contribute to improving the existing building stock;*
 - *Ensuring the incorporation of high energy efficiency into new development; and*

- *Ensuring that new developments incorporate appropriate adaptation and mitigation for climate change, particularly risk from flooding and rising sea levels.”*

1.3.3 Policies included within the NWLLP of relevance to climate change are summarised below.

1.3.4 **Policy Cc1 – Renewable Energy.** This Policy largely relates to large scale renewable energy developments. It is noted that *“Micro renewable energy installations (such as solar panels) ... are often permitted development and do not require a specific policy.”*

1.3.5 **Policy D1 – Design of New Development.** This policy outlines several measures as examples of what could be incorporated into new developments to mitigate and adapt to the effects of climate change:

- *“Incorporating small scale renewables into the design of new developments where there would be no significant adverse impacts on landscape, ecology, heritage assets and amenity;*
- *Planting, shading and advanced glazing systems to reduce solar heat gain during the summer;*
- *Using materials to prevent penetration of heat, including the use of cool building materials, green roofs and walls and using flood resilient materials;*
- *Increasing natural ventilation and the removal of heat by using fresh air;*
- *Incorporating waste reduction and recycling measures through the design of the development to ensure there are appropriate storage and segregation facilities;*
- *Incorporating EV charging points where viable and appropriate to do so; and*
- *Providing sufficient, safe and sheltered cycle storage in locations where the use of bicycles is closer to the front door of buildings than car parking spaces, where it is practical to do so”.*

Draft North West Leicestershire Local Plan 2020-2040

1.3.6 The Draft North West Leicestershire Local Plan (regulation 18 consultation) sets out draft policies to replace the existing Local Plan (NWLDC, 2024). It should be noted that the content of the draft plan does not constitute current policy. Many of the policies in this draft plan take forward existing policies in the current Local Plan. Relevant draft policies are set out below.

1.3.7 **Draft Policy AP4 - Reducing Carbon Emissions** sets out requirements for new development around energy efficiency, on-site renewable electricity generation and lifecycle carbon emissions:

- *“Achieve energy efficiency targets in line with the latest standards at the time a planning application is determined, as set by national policies (including any transitional arrangements); and*
- *Demonstrate that measures have been taken to minimise energy consumption by following the steps in the energy hierarchy; and*
- *Major developments will be required to demonstrate that measures have been taken to reduce lifecycle carbon emissions and maximise opportunities for the reuse of materials.*
- *Renewable energy generation should be maximised as much as possible onsite.*
- *Where the use of on-site renewables to match the total energy consumption of the development/site is demonstrated not to be technically feasible or economically viable, a financial contribution will be required to the council’s carbon offset fund to enable residual carbon emissions to be offset by other local initiatives.”*

North West Leicestershire District Council Zero Carbon Roadmap

1.3.8 The North West Leicestershire District Council (NWLDC) signed a Climate Local Commitment on the 19th December 2014, and have since declared a Climate Emergency in June 2019. This prompted the publication of their Zero Carbon Roadmap (ZCR) which, along with the accompanying Action Plan, was adopted in March 2020 and outlines the aim to *“achieve carbon neutrality from its*

own operations by 2030", and for the district as a whole to be Net Zero carbon by 2050 in line with the Climate Change Act 2008 (NWLDC, 2019).

1.3.9 Key targets for the district of North West Leicestershire to reach net zero GHG emissions are set out in the ZCR. Those of relevance to the proposed development are as follows:

- 2030 interim target for all new construction to be net zero;
- 2050 target for 100% of buildings to be heated from low carbon sources;
- All new build warehouses and business units are required to have solar PV systems from 2021; and
- For trials on decarbonisation of HGVs in the district to take place in 2020-2025 with the 2050 target for all HGVs to be electrified or using hydrogen.

1.3.10 The ZCR identified changes to policy as being the most important action for NWLDC to address in order to drive significant progress in the transition towards net zero in the district. The ZCR identified the new Local Plan (detailed above) as a key opportunity to deliver such policy changes. However, it should be noted that the above recommendations do not constitute official guidance or policy; the current Local Plan (NWLDC, 2021) does not address the above recommendations within its policies.

North West Leicestershire District Council Roadmap Action Plan

1.3.11 The NWLDC Roadmap Action Plan (NWLDC, 2020) built on the ambitions outlined in the ZCR, provides recommended actions in order to for the council to achieve zero carbon by 2030, and a zero carbon district by 2050.

1.3.12 Key actions of relevance to the proposed development are as follows:

- All new non-domestic buildings to be constructed in line with the Zero Carbon Target;
- Prevention of installation of new fossil fuel heating systems from 2020;
- Implementation of a carbon offset fund;
- Construction waste requirements for new-build projects;
- Increase woodland cover by at least a factor of two;
- Minimum standards for green space in new development;
- Large scale PV arrays to be implemented in warehouse developments;
- Encourage electric charge point provision; and
- Encourage replacement of vans and HGVs with alternatives.

1.3.13 As with the ZCR, it should be noted that the above actions do not constitute official guidance or policy; the current Local Plan (NWLDC, 2021) does not address the above recommendations within its policies.

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