



House of Commons
Business, Energy and Industrial
Strategy Committee

Revised (Draft) National Policy Statement for Energy

Ninth Report of Session 2021–22

*Report, together with formal minutes relating
to the report*

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Business, Energy and Industrial Strategy Committee

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Introduction

Background

1. National Policy Statements are produced by the Government to set objectives for the development of nationally significant infrastructure in a particular sector and to provide the legal framework for planning decisions. Reasons for the policy are set out in the statement and must include an explanation of how government policy relating to the mitigation of, and adaptation to, climate change, is taken into account.¹
2. The National Policy Statement (NPS) for Energy sets out the Government’s policy for the delivery of energy infrastructure. It provides the legal and policy framework for decisions by the Secretary of State on applications for energy developments that are deemed “nationally significant” under the Planning Act 2008.² Nationally Significant Infrastructure Projects (NSIPs) are large scale developments (relating to energy, transport, water, or waste) which require a type of consent known as “development consent”.³
3. The current National Policy Statements for Energy, designated in 2011, include the overarching Energy NPS (EN-1) which set out the requirements for energy infrastructure, and a further five statements on key areas of energy infrastructure: fossil fuels (EN-2); renewables (EN-3); gas supply and gas and oil pipelines (EN-4); electricity networks (EN-5); and nuclear (EN-6).⁴
4. In its Energy White Paper, *Powering our net zero future*, published in December 2020, the Government outlined its long-term strategic energy policy to deliver its statutory commitment to achieve net zero emissions by 2050.⁵ The White Paper particularly emphasised the Government’s commitment to reduce reliance on fossil fuels in favour of cleaner energy sources.⁶ In order to achieve this significant change in policy, the Government reviewed its existing National Policy Statement for Energy and determined that documents EN-1 to EN-5 required updating.⁷
5. Before the revised (draft) NPS for Energy replaces the existing Energy NPS and can be used to determine applications for new energy infrastructure, it must be designated by

1 [What are National Policy Statements? The Planning Inspectorate](#)

2 [Planning Act 2008](#)

3 The Planning Act 2008 introduced a new development consent process for NSIPs which was subsequently amended by the Localism Act 2011. [Planning for Nationally Significant Infrastructure Projects](#), House of Commons Library Briefing Paper, published 17 July 2017

4 [National Policy Statements for Energy infrastructure](#), published June 2011. The then Energy and Climate Change Committee conducted an inquiry into the six energy NPS approved in 2011. The Committee published its report *The revised draft National Policy Statements on energy* on 18 January 2011. HC 648

5 [Energy White Paper, Powering our net zero future](#), published 14 December 2020

6 *Ibid*

7 EN-6 (nuclear) was not updated and is therefore not included in the Government’s consultation or our inquiry. This NPS was subject to a standalone consultation in 2018. However, the current BEIS consultation confirms that a new Nuclear NPS, to replace the existing EN-6, will be developed separately. In the meantime, EN-6 will continue to apply to new nuclear stations deployable by 2025. EN-6 will also be a material consideration in applications for new nuclear stations deploying after 2025, which will be determined under section 105 of the Planning Act 2008 (i.e. decisions in cases where no NPS has effect) until such time as the new Nuclear NPS is designated.

the Secretary of State for Business, Energy and Industrial Strategy.⁸ Prior to designation, the Planning Act 2008 states that the revised (draft) NPS must be subject to public consultation,⁹ an appraisal of sustainability,¹⁰ and parliamentary scrutiny.¹¹

6. On 20 September 2021, the Government laid the revised (draft) National Policy Statements for Energy Infrastructure before Parliament.¹² In his accompanying Written Statement, Rt Hon Kwasi Kwarteng MP, Secretary of State for Business, Energy and Industrial Strategy (BEIS), indicated that the public consultation, the appraisal of sustainability and parliamentary scrutiny should be concluded by 28 February 2022.¹³ The Government launched its public consultation on the revised (draft) NPS, supporting habitats and sustainability reports and associated appendices on 6 September 2021.¹⁴ That consultation closed on 29 November 2021.

Our Inquiry

7. On 22 September 2021, the Liaison Committee's National Policy Statements Sub-Committee designated the Business, Energy and Industrial Strategy Committee as the appropriate Committee to undertake scrutiny of the revised draft NPS for energy.¹⁵ We launched our inquiry on 3 November 2021.¹⁶ We took oral evidence on 7 December 2021 and 18 January 2022, including from the Rt Hon Greg Hands MP, Minister of State for Energy, Clean Growth and Climate Change at BEIS and the Rt Hon Christopher Pincher MP, the then Minister of State for Housing at the Department for Levelling Up, Housing and Communities. A full list of witnesses and written submissions is included at the end of this report. We thank all of those who gave oral and written evidence to our inquiry.

8. In this report, we consider the revised (draft) NPS and examine whether it is adequate to deliver the Government's commitments and targets as outlined in its 2020 Energy White Paper. In chapter one, we briefly set out the key changes to the revised (draft) EN-1 and the overarching policy framework and evaluate whether the revised (draft) NPS achieves the Government's stated goals. In chapter 2, we highlight some of the specific issues raised with us in relation to the technical changes made to revised (drafts) EN-2 to EN-5.

8 Once the Secretary of State lays the NPS, there will be a consideration period, which is defined in the Planning Act 2008 as 21 sitting days, but may be extended. At the end of the 21 day period, or once the NPS has been approved by the House, it can be formally designated by the Secretary of State. Designation requires the NPS to be published and laid before Parliament. If the House rejects the NPS, the Minister will consider the reasons carefully and will determine whether to produce a new version. Further public consultation will be required if material changes are made

9 Department for Business, Energy and Industrial Strategy Consultation, [Planning for new energy infrastructure: review of National Policy Statements](#), published 6 September 2021

10 This process not defined by legislation, but guided by the principles of Strategic Environmental Assessment (SEA). The Department conducted this alongside its preparation of the draft revised energy NPS so that they could be informed by the appraisal

11 [Planning Act 2008](#)

12 Department for Business, Energy and Industrial Strategy Consultation, [Planning for new energy infrastructure: review of National Policy Statements](#), published 6 September 2021

13 Written Statement, tabled 20 September 2021 ([HCWS295](#))

14 Department for Business, Energy and Industrial Strategy Consultation, [Planning for new energy infrastructure: review of National Policy Statements](#), published 6 September 2021

15 [Votes and Proceedings, 22 September 2021](#)

16 [Business, Energy and Industrial Strategy Committee's Energy National Policy Statements inquiry](#). The terms of reference for the inquiry can be found [here](#).

1 Revised (draft) National Policy Statement for Energy

The Energy White Paper and Net Zero

9. In December 2020, the Government published its Energy White Paper, *Powering our net zero future*. It seeks to build on existing policy commitments set out in the Prime Minister’s ten-point plan for a Green Industrial Revolution¹⁷ and the National Infrastructure Strategy.¹⁸ Both documents were published in November 2020 and together they set out the Government’s vision of how the UK will make the transition to net zero by 2050. In its White Paper, the Government also committed to publish an Industrial Decarbonisation Strategy, and a Hydrogen Strategy, both of which were published in 2021.¹⁹

10. In order to effectively build the infrastructure required to deliver the transition to net zero, the Government also undertook to review the existing National Policy Statement on energy infrastructure.²⁰ It stated that the purpose of this review was to reflect the policies and broader strategic approach set out in the White Paper and to ensure that the planning policy framework supported the infrastructure required for the transition to net zero.²¹ Pinsent Masons noted that the revised (draft) NPS has therefore been prepared with a view to balancing the Government’s stated aim of achieving its statutory net zero target by 2050,²² while also ensuring that enough energy can be produced by emerging technologies so that the UK’s energy needs continue to be met.²³

Revised (draft) Overarching NPS for Energy (EN-1)

11. EN-1 sets out the overarching planning framework for all energy infrastructure and the policy context for the Secretary of State’s decision making on all Nationally Significant Infrastructure Projects (NSIPs). The existing EN-1, published in 2011, notes that “some climate change is inevitable” and that the use of unabated gas and crude oil fuels will still be needed—even beyond 2050.²⁴ However, the revised (draft) EN-1 reflects the significant policy change which has occurred since then—the UK Government’s commitment to reduce the use of fossil fuels in order to reach its net zero target. Revised (draft) EN-1 states that demand for gas will fall between now and 2025 and then stabilise until 2035. It identifies an “urgent” need for the development of all types of low carbon hydrogen infrastructure.²⁵

12. In line with the UK Government’s commitment to net zero, revised (draft) EN-1 also includes a new section on carbon emissions, which outlines new obligations for planning applications for NSIPs. These include the provision of a carbon assessment and

17 [The Ten Point Plan for a Green Industrial Revolution](#), published November 2020

18 [National Infrastructure Strategy](#), published 25 November 2020

19 See [Industrial Decarbonisation Strategy](#), published 17 March 2021 and [UK Hydrogen Strategy](#), published 17 August 2021

20 [National Policy Statements for Energy infrastructure](#), published June 2011

21 [Energy Policy: an overview, Briefing Paper by the House of Commons Library, 22 December 2020](#)

22 Climate Change Act (2050 Target Amendment) Order 2019, [section 1](#)

23 Pinsent Masons, [Overhaul of national policy for new energy infrastructure](#), 8 September 2021

24 [Overarching NPS For Energy](#) July 2011

25 For example, biomethane has been identified in draft EN-1 as a natural gas alternative.

a requirement to note how carbon emissions will be minimised.²⁶ However, it is unclear how much weight this will be given in the context of planning decisions for NSIPs. Revised (draft) EN-1 states that the Secretary of State does not need to assess individual applications for planning consent against operational carbon emissions and their contribution to carbon budgets, net zero and our international climate commitments.²⁷

13. Revised (draft) EN-1 now includes a greater focus on local impacts, for example on local wildlife sites and states that a compensation strategy is needed where there will be loss of ancient woodland.²⁸ It also encourages the inclusion of enhancement proposals within development applications, and states that maintenance of biodiversity measures should be in place. Revised (draft) EN-1 also encourages the relocation of infrastructure away from sites at risk of coastal change and includes new obligations to consider flood risk.²⁹

14. Witnesses to our inquiry broadly welcomed the review of the revised NPS for Energy and the changes to EN-1. Jan Bessell, Board Chair, National Infrastructure Planning Association, said that “overall, it has addressed some of the critical issues that have come forward as increasing challenges”.³⁰ Energy UK and the Institution of Civil Engineers concurred that it was a step in the right direction and that it, largely, achieves a careful balancing act to meet the net zero target while putting in place plans to meet electricity supply.³¹

15. However, witnesses to our inquiry also noted a number of areas where revised (draft) EN-1 could be improved, and the drafting made more explicit. Energy UK suggested that decision-making by the Secretary of State on energy infrastructure projects should take into account the contribution that the energy NSIPs would make to the achievement of the overall net zero goal. They suggest that revised (draft) EN-1 should explicitly state that all energy NSIPs contribute to minimising climate change.³² Similarly, Scottish Power Renewables stated that the suite of NPSs should more explicitly acknowledge that the single greatest overarching consideration for the consenting of new energy infrastructure should be climate change mitigation, specifically the challenge of achieving net zero emissions by 2050.³³

16. Aled Rowlands, Head of Corporate Affairs, Electricity Transmission, National Grid, welcomed the fact that the revised (draft) EN-1 reflected the Government’s net zero ambitions but expressed concern that, as currently drafted, EN-1 does not provide “the step change needed to deliver the scale of Nationally Significant Infrastructure Projects that is required to meet those Government ambitions”.³⁴ The National Infrastructure Planning Association (NIPA) suggested therefore that further work was required on revised (draft) EN-1 in order to strengthen the commitment to net zero in the decision-

26 [Overarching National Policy Statement for Energy September 2021](#)

27 [Analysis of revised draft energy National Policy Statements—BDB Pitmans](#)

28 [EN-1 Overarching National Policy Statement for Energy, section 5.4.13](#)

29 It includes additional consideration of historical site impacts and decision-making factors that outweigh harm to heritage, the visual impacts of energy infrastructure and provides new guidance on light pollution from proposed energy infrastructure. [Analysis of revised draft energy National Policy Statements—BDB Pitmans](#)

30 [Q85](#)

31 [Q43](#)

32 [Energy UK](#)

33 [Scottish Power Renewables](#)

34 [Q5](#)

making process. It recommended that revised (draft) EN-1 be further amended to provide a “clear and unambiguous direction to the Secretary of State to afford greater weight to the importance of climate change in decision-making.”³⁵

17. We welcome the fact that EN-1 has been revised to reflect the Government’s commitment to deliver net zero by 2050, and to move away from reliance on fossil fuels. Meeting our net zero target will require a significant scale and pace of change in delivering new energy infrastructure. We therefore welcome the Government’s timely review of the National Policy Statement for Energy and its recognition that significant changes to the planning framework for Nationally Significant Infrastructure Projects (NSIPs) is required.

National Objectives and Local Impacts

18. While the Secretary of State for Business, Energy and Industrial Strategy has decision-making responsibility for infrastructure projects, several witnesses to our inquiry noted an ambiguity at the heart of the revised draft NPS around how, and indeed whether, the Secretary of State would prioritise an infrastructure project’s potential to reduce climate change over other factors, for example, local, wildlife and visual impacts, when making decisions on approval of infrastructure projects.³⁶

19. As noted above, the overarching policy framework underpinning revised (draft) EN-1 is to deliver net zero. However, revised (draft) EN-1 states that:

under the Planning Act 2008 the Secretary of State must [also] have regard to any local impact report submitted by a relevant local authority, any relevant matters prescribed in regulations, the Marine Policy Statement (MPS) and any applicable Marine Plan, and any other matters which the Secretary of State thinks are both important and relevant to the planning decision.³⁷

20. Tania Davey, Marine Planning Manager, the Wildlife Trusts, told us that while action to tackle climate change, including delivering renewable energy, was necessary, it should not be at the cost of the environment.³⁸

21. Aled Rowlands, Head of Corporate Affairs, Electricity Transmission, National Grid, argued that there is insufficient clarity on these issues in the revised draft NPS as currently drafted.³⁹ He emphasised the importance of giving clarity to communities about the weighting of negative local impacts against the national gain that could be achieved from renewable energy infrastructure projects.⁴⁰ NIPA agreed that the NPS could be “clearer on the expectation” of how to best support and bring communities into the planning process.⁴¹

22. RWE suggested that the NPS should contain clear and unambiguous language to ensure that the infrastructure planning principles, as set out in the revised (draft) NPS

35 [National Infrastructure Planning Association](#)

36 For example see RWE, National Infrastructure Planning Association, and Scottish Power Renewables [Briefing: Review of energy National Policy Statements | Landscape Institute](#)

37 [Draft Overarching National Policy Statement for Energy \(EN-1\)](#)

38 [Q60](#)

39 [Q5](#)

40 [Q6](#)

41 [Q99](#)

will prevail over other conflicting local or statutory bodies' policies, (such as Local Development Plans and Marine Plans) in order to remove barriers and enable the delivery of energy NSIPs.⁴² It recommended that there should be a consistent policy message across the UK and devolved governments, and local planning and other consents such as marine licences to this effect.⁴³

23. Scottish Power Renewables noted that while the Secretary of State has favoured the need for renewable energy infrastructure, the Planning Inspectorate and other authorities have placed greater weight on local impacts.⁴⁴ It argued that the case for additional renewable energy infrastructure needs to be expressed in the revised NPS in the strongest possible terms, giving a clearer direction and emphasising a presumption in favour of development.⁴⁵ It explained:

The draft NPS must be further altered to confirm the weight afforded to the role of individual proposals in achieving the Government's renewable energy and net zero targets and EN-1 should more clearly articulate how the decision-making process will weigh the urgent need for developments which contribute to climate change mitigation against other relevant considerations.⁴⁶

Energy UK agreed that the benefits of mitigating climate change outweigh, in principle, any localised impacts, and asked for further clarity and guidance to be included on the weight that this should have in the decision-making process.⁴⁷

24. As currently drafted, revised (draft) EN-1 does not provide the “step change” needed to deliver the required scale of new NSIPs at a sufficiently rapid pace to deliver the Government’s net zero aims. This is largely due to ambiguity in the drafting about the relative weight of ‘climate change’ relative to local impacts to be taken into account in making planning decisions. We recommend that revised (draft) EN-1 be further amended to make the Government’s commitment to net zero more explicit and to provide a clear and unambiguous direction to the Secretary of State to prioritise the importance of climate change in decision-making.

25. We recommend that revised (draft) EN-1 provides clearer direction in favour of the presumption of the delivery of new energy infrastructure required to deliver net zero. We recommend that revised (draft) EN-1 explicitly sets out that the NPS takes precedent over any other conflicting local or statutory bodies’ planning policies. We further recommend that the Government work closely with those local and statutory authorities, to make sure that their planning principles are more broadly in line with the UK Government’s commitment to deliver net zero.

Prioritisation of renewables and targets

26. One way of further clarifying the ambiguity around planning priorities that remains within the revised (draft) NPS would be to include specific targets for the delivery of

42 [RWE](#)

43 [RWE](#)

44 [Scottish Power Renewables](#)

45 [Scottish Power Renewables](#)

46 [Scottish Power Renewables](#)

47 [Energy UK](#)

renewable energy within the NPS. In its written evidence, Scottish Power Renewables argued that achieving the net zero target and the Government’s commitment to fully decarbonise the power system by 2035, announced in October 2021,⁴⁸ should be more strongly identified as the central objective of the revised NPS. It suggested therefore that the assessment criteria and decision-making process for NSIPs must give greater weight and priority to, what it described as, “the essential role of renewable energy projects which help tackle climate change”.⁴⁹ RWE also suggested that the NPS should embed “the pressing need for renewables and low carbon technologies” as set out in the Energy White paper and the Net Zero Strategy, and that it should include specific targets for each technology that contributes to this.⁵⁰

27. Gareth Phillips, Lead of the Working Group on the NPS, National Infrastructure Planning Association (NIPA), told us that the need for renewable energy infrastructure could be communicated through the inclusion of targets within the NPS. Indeed, he argued that this would help to resolve some of the ambiguity mentioned above by demonstrating the prioritisation of renewables, thereby giving proper weighting to the need for renewable energy infrastructure within the planning process. He explained that targets would “make it absolutely clear to all participants in the [planning] regime where we sit along the trajectory to meeting the targets required to achieve the policy ambitions by 2035 and by 2050 in terms of decarbonisation”.⁵¹

28. However, The Rt Hon Greg Hands MP, Minister of State for Energy, Clean Growth and Climate Change, said that “we do not state specific targets in the NPS, because that is not the most productive way of getting the planning regime to work for you”.⁵² Jeremy Allen, Head of Cost of Energy Review Team, Department for Business, Energy and Industrial Strategy explained that it was not the role of the NPS to set out the Government’s targets for individual technologies, as those targets were set out elsewhere (for example, a “roadmap” for hydrogen is set out in the Government’s Hydrogen Strategy).⁵³

29. The Rt Hon Christopher Pincher MP, the then Minister of State for Housing at the Department for Levelling Up, Housing and Communities, explained that the first step in improving the clarity of the existing NPS was to update them, which was why the Government had undertaken the review. He added that by bringing the planning framework (as set out in the NPS) into alignment with Government policy, the Government was hoping to reduce the risk of administrative delay and speed up the planning process for infrastructure projects by 50%—thereby accelerating progress in the delivery of the infrastructure required to achieve the Government’s net zero target.⁵⁴

30. We recognise that the inclusion of specific targets for the delivery of renewable energy infrastructure within the NPS would provide a clear indication of the Government’s intention to deliver net zero—and give practical application to this principle within the planning process. We acknowledge the Minister’s response that the Government’s targets for specific technologies are set out elsewhere, and that the purpose of updating the NPS was to bring the planning framework in line with those targets.

48 [Plans unveiled to decarbonise UK power system by 2035](#)

49 [Scottish Power Renewables](#)

50 [RWE](#)

51 [Q94](#)

52 [Q119](#)

53 [Q140](#)

54 [Q105](#)

31. *If the Government’s targets set for renewables are not to be included within the NPS planning regime, the link between those targets and planning principles must be made explicit in respect of each technology or generation capacity, so that they are clearly understood by planning authorities and industry to facilitate the delivery of renewable energy infrastructure projects.*

Updating the revised (draft) NPS

32. In order to effectively deliver energy infrastructure, the National Infrastructure Commission identified the central importance of the alignment of long-term government strategy and policy with detailed plans for infrastructure.⁵⁵ While the NPS has been reviewed in the context of the Energy White Paper, the Carbon Capture & Storage Association (CCSA) noted that, in many areas, the Government’s more recently stated policy ambition has superseded that on which the NPS review was based. It noted, for example, that the Net Zero Strategy, published on 19 October 2021, significantly increased the Government’s stated Carbon Capture Utilisation and Storage (CCUS) ambitions beyond the direction provided in the Energy White Paper and the 10-Point Plan.⁵⁶

33. While the National Infrastructure Planning Association welcomed the fact that revised (draft) EN-1 has been updated to reflect net zero commitments, it recommended that it be further updated to reflect the ambitions and targets set out in the Ten Point Plan,⁵⁷ the 6th Carbon Budget⁵⁸ and the Hydrogen Strategy,⁵⁹ which also require significant new energy infrastructure.⁶⁰ The Minister of State for Energy, Clean Growth and Climate Change was confident, however, that the revised draft was in line with the Energy White Paper and the 6th Carbon Budget and required no further updating.⁶¹

34. **The purpose of reviewing the current NPS was to update it to bring it in line with the Government’s Energy White Paper. However, since then, the Government has published a number of key policy documents which are relevant for the effective delivery of nationally significant infrastructure to deliver net zero. We recommend that before the final version of the revised NPS for Energy is laid before Parliament it is further updated to bring it in line with current policy, especially, for example, on the Government’s plans for hydrogen and Carbon Capture and Storage. It would be a missed opportunity if the revised (draft) NPS was not fully up to date and in line with current Government policy on energy.**

Structure of the NPS

Flexibility

35. Many of the proposed changes to the NPS are designed to build more flexibility into the policy framework to reflect the fact that the future energy generation mix will be more complex with energy coming from a wider range of sources (for example renewables,

55 [Armitt: A clear infrastructure policy is more vital than ever—NIC](#)

56 [Carbon Capture & Storage Association](#)

57 [The ten point plan for a green industrial revolution, Policy Paper, published 18 November 2020](#)

58 [Sixth Carbon Budget, Climate Change Committee, published 9 December 2020](#)

59 [UK Hydrogen Strategy, Policy Paper, published 17 August 2021](#)

60 [National Infrastructure Planning Association](#)

61 [Q119](#)

low carbon, hydrogen, with residual use of unabated natural gas and crude oil fuels for heat, electricity, transport and industrial applications) and these will all play a role in the transition to net zero.⁶² RWE welcomed the fact that EN-1 will have effect for energy infrastructure that is outside the scope of the technology specific NPSs. Its view was that this would help to ensure a flexible approach whereby new emerging technologies can be approved as appropriate.⁶³ Aled Rowlands disagreed and stated that there was insufficient flexibility in the revised draft NPS to enable newer technologies to deliver to their full potential.⁶⁴

36. The Minister of State for Energy, Clean Growth and Climate Change noted that the NPS was deliberately drafted to avoid being overly prescriptive. He explained:

Within the NPS, I would prefer us to set out a broad regime, encourage market forces within that regime to come forward with different technologies and have a proper mix, for example in our renewables. It is really important for us to make sure there is a good, diverse mix, particularly as some of these technologies are relatively nascent.⁶⁵

37. **We acknowledge the Government’s view that the NPS should not be overly prescriptive to avoid discouraging the development of new technologies. We recognise that the NPS should also facilitate the development of new technologies in this fast-moving sector. We therefore recommend the clear alignment of the NPS with specific technology roadmaps. The Government should develop technology roadmaps with industry where they don’t yet exist. Explicit and clear cross-references would help to provide clarity both in terms of policy and planning required to encourage innovation and promote the scaling-up of new technologies.**

Frequency of review

38. The Carbon Capture and Storage Association (CCSA) stated that with the energy system moving at pace as the UK moves towards net zero, the NPS needs to be reviewed and updated more frequently to more accurately reflect the “emerging energy landscape”.⁶⁶ This would help to ensure that projects are designed and consented using the best policy guidance to enable a rapid deployment of critical net zero energy systems. CCSA argued that unless the process of reviewing the NPS becomes more frequent and agile, then the NPS risks “quickly becoming obsolete or hindering the deployment of novel technologies and projects which will be key to achieving the UK climate and energy targets”.⁶⁷

39. James Richardson, Chief Economist, National Infrastructure Commission, suggested that, in view of the pace of change, the Government should review the energy NPS every five years, alongside the Government’s National Infrastructure Strategy and NIC’s own National Infrastructure Strategy.⁶⁸ Jan Bessell, Board Chair, National Infrastructure Planning Association, pointed out that:

62 [BCL Law: UK Energy National Policy Statement Review](#)

63 [RWE](#)

64 [Session 1 transcript, page 5, para 1](#)

65 [Q121](#)

66 [Carbon Capture & Storage Association](#)

67 [Carbon Capture & Storage Association](#)

68 This issue is discussed below in paragraphs 42 to 47.

a review does not mean that you have a wholesale change. It is just you want to keep it up to date and make sure you have a frequency that delivers certainty but also is regularly undertaken to make sure they are effective and are up to date... Our position is that five years would be beneficial.⁶⁹

40. Emma Pinchbeck, CEO, Energy UK agreed.⁷⁰ The Minister of State for Housing agreed that a five-year timeline for review of the NPS was appropriate.⁷¹ The Minister of State for Energy, Clean Growth and Climate Change added that ensuring the NPS was not overly prescriptive and allowing infrastructure strategy to be set separately to the NPS process would ensure both the longevity and flexibility of the NPS.⁷²

41. We note that the current review of the NPS for Energy is the first to have taken place in 10 years. In order to properly take into account the rapid pace of technological change in the energy sector and the need for significant progress towards meeting our net zero target, the NPS must be reviewed more frequently. We recommend that the Energy NPS is reviewed every five years.

A sector by sector approach?

42. The NPS for Energy is an example of an NPS that provides both a strategic overview (EN-1) as well as specific recommendations on energy infrastructure development (EN-2 to EN-6). National Policy Statements are also in place for other infrastructure sectors, for example, transport—which also contributes towards the Government’s drive towards net zero. Many witnesses to our inquiry questioned whether a sector-specific approach to updating the NPS (in this case only updating the NPS for Energy) was the best way to ensure that planning frameworks for Nationally Significant Infrastructure Projects consistently align with Government aims such as net zero.⁷³

43. Pinsent Masons suggested that the Government should create one overarching ‘super’ NPS that spans multiple sectors.⁷⁴ Chris Richards, Director of Policy at Institution of Civil Engineers, commented on the role of the wider infrastructure system for ensuring consistency and clarity of planning rules with government policy, rather than having a sector-by-sector approach to planning and NPS. He argued that it would be helpful to start moving away from having single NPSs and towards having an overarching and coherent single national infrastructure policy statement.⁷⁵

44. The Institution of Civil Engineers recommended that future National Infrastructure Strategies⁷⁶ should be published either as, or with, National Policy Statements for infrastructure to improve the relationship between strategy and planning policy and ensure that energy infrastructure strategy drives planning and development. A single National Policy Statement for infrastructure could ensure consistency across sectors, with the National Infrastructure Strategy serving as the strategic element.⁷⁷

69 [Q102](#)

70 [Q48](#)

71 [Q116](#)

72 [Q123](#)

73 [Q57](#)

74 [Pinsent Masons: Saving nationally significant infrastructure planning](#)

75 [Q57 and Q58](#)

76 [The National Infrastructure Strategy](#), published 25 November 2020, is a government policy document, produced by HM Treasury, which sets out plans to transform UK infrastructure in order to level up the country, strengthen the Union and achieve net zero emissions by 2050.

77 [Institution of Civil Engineers](#)

45. The Minister of State for Housing agreed that the different NPSs in different policy areas should interconnect, particularly the NPS for energy, transport and water. He explained that he regularly chairs meetings with Defra, DfT, HMT and BEIS Ministers to ensure that the National Policy Statements are consistent.⁷⁸

46. We recommend that the Department for Business, Energy and Industrial Strategy work with the Department for Levelling Up, Housing and Communities to consider the potential merits of implementing a single National Policy Statement across sectors with sub-sector statements linked to different technology developments. Consideration of this change should be assessed in the light of flexibility and the ability to review parts of the NPS more frequently. The Secretary of State for Business, Energy and Industrial Strategy should write to this Committee no later than February 2023 with the conclusions of this review.

2 Energy Infrastructure EN-2 to EN-5

47. In addition to EN-1, which set the overarching planning framework for energy infrastructure, the revised (draft) NPS also includes a further five technology specific statements EN-2 to EN-6. EN-2–EN-5 have also been revised and updated.⁷⁹ In this chapter we consider some of the key updates and proposed changes to the technology specific NPS and highlight issues raised with us which may require further changes to the revised (draft) NPS.

Draft NPS for natural gas electricity generating infrastructure (EN-2)

48. EN-2 outlines the planning rules for developers to apply to build infrastructure which produces electricity from fossil fuels. To reflect the Government’s ambition to move away from fossil fuels, the revised (draft) EN-2 has been renamed as “natural gas electricity generation” (formerly fossil fuel electricity generation). EN-2 has subsequently been revised to state that in order to achieve the transition to net zero, coal and large-scale oil-fired electricity generation needs to be phased out and the need for new coal and large-scale oil-fired electricity generation has been removed.⁸⁰ Revised (draft) EN-2 also addresses the potential for the use of low carbon hydrogen in electricity generation but refers to an ‘upcoming hydrogen strategy’ that will provide further detail on the Government’s approach (the Hydrogen Strategy was published in August 2021).⁸¹

49. Energy UK welcomed the revisions, which reflect the current position on the phase-out of coal and large-scale oil-fired electricity generation. However, it noted that EN-2 should make a stronger case for the inclusion of other technologies alongside renewables that will contribute to the net zero target including hydrogen, CCS and biomass. It recommended that EN-2 be renamed ‘Thermal Combustion Generation’ and be broadened to include hydrogen, biomass and CCS.⁸² *As noted above, we recommend that the revised (draft) NPS, both EN-1 and EN-2, be updated to take into account the Hydrogen Strategy.*

Draft NPS for renewable energy infrastructure (EN-3)

50. EN-3 outlines the planning rules for renewable energy infrastructure developments. The revised draft still covers biomass and offshore wind, but now additionally covers solar, tidal and pumped hydro projects. Energy UK and the National Infrastructure Planning Association both noted that while the Energy White Paper identified that “onshore wind and solar... will need sustained growth in the capacity of these sectors in the next decade”, references to onshore wind have been removed from the NPS for overarching energy infrastructure (EN-1) and the NPS for renewable energy (EN-3).⁸³

79 EN-6 (nuclear) was not updated and is therefore not included in the Government’s consultation or our inquiry. This NPS was subject to a standalone consultation in 2018. However, the current BEIS consultation confirms that a new Nuclear NPS, to replace the existing EN-6, will be developed separately. In the meantime, EN-6 will continue to apply to new nuclear stations deployable by 2025. EN-6 will also be a material consideration in applications for new nuclear stations deploying after 2025, which will be determined under section 105 of the Planning Act 2008 (i.e. decisions in cases where no NPS has effect) until such time as the new Nuclear NPS is designated.

80 [BCL Law: UK Energy National Policy Statement Review](#)

81 [BCL Law: UK Energy National Policy Statement Review](#)

82 [Energy UK](#)

83 [Energy UK](#), [NIPA](#)

Onshore wind

51. Energy UK described the removal of onshore wind from EN-3 and the lack of any mention of this technology in EN-1 as being “short-sighted and damaging to future deployment of this much-needed renewable energy source across the UK.”⁸⁴ Gareth Phillips, Lead of the Working Group on the NPS, NIPA, also expressed concerns around the omission of onshore wind and tidal range projects from the revised draft NPS. He highlighted the National Infrastructure Commission’s 2020 paper which outlines that significant onshore wind capacity (i.e., 18 to 27GW) will be required in order to achieve net zero by 2050.⁸⁵

52. Energy UK noted that revised (draft) NPS does not adequately reflect the importance of onshore wind technologies in meeting the UK’s interim and net zero targets and argued that the documents should be strengthened to provide more explicit support.⁸⁶ Emma Pinchbeck explained “it means that there is less clarity on how we can develop and where we can develop it for planners and the system.”⁸⁷ The National Infrastructure Planning Association cautioned that the omission of these technologies, in the context of the White Paper and the Government’s climate change and net zero policies, “potentially leaves the NPS susceptible to judicial review, on the basis it may be claimed such omission is unreasonable/irrational and so unlawful”.⁸⁸

53. The National Infrastructure Planning Association noted that onshore wind makes a significant contribution to clean energy generation and if planning policy was framed more positively towards that technology, new projects would be more likely to come forward especially given the recognition of the cost efficiency of wind within the NPS.⁸⁹

54. Scottish Power Renewables added that inclusion of onshore wind would also reflect the current and growing industry trend towards co-location of renewable technologies (e.g., solar, onshore wind, green hydrogen and battery storage) which is now commonplace at new energy parks, increase security of supply, and maximise energy production and minimise intermittency issues. It argued that the revised (draft) NPS should reflect industry best practice and allow consenting routes for co-located energy production with onshore wind components, as it does for hydrogen and energy storage.⁹⁰

55. The Minister of State for Energy, Clean Growth and Climate Change acknowledged that onshore wind was “an incredibly important technology,” which was “doing a lot of the heavy lifting, in terms of our renewable energy”.⁹¹ However, he explained that onshore wind is no longer included in the NPS as it was removed from the NSIP regime in 2016.⁹² The removal of onshore wind from the NSIP regime followed a 2015 Conservative manifesto commitment to give local people a greater say in determining onshore wind applications by removing new onshore wind farms above 50MW from the consenting

84 [Energy UK](#)

85 [Q94](#)

86 [Energy UK](#)

87 [Q10](#)

88 [NIPA](#)

89 [Ibid](#)

90 [Scottish Power Renewables](#)

91 [Q133](#)

92 [Q133](#). The Infrastructure Planning (Onshore Wind Generating Stations) Order 2016 removed all onshore wind generating stations in England and Wales from the definition of nationally significant energy generating stations.

regimes in the Planning Act 2008 (which makes provision for Nationally Significant Infrastructure Projects) and the Electricity Act 1989. As a result, onshore wind farm planning applications now fall under the Town and Country Planning Act 1990.⁹³

56. Witnesses questioned whether the exclusion of onshore wind from the NSIP regime was appropriate. Dr Nick Hughes, Senior Research Fellow, University College London Institute for Sustainable Resources, said that the exclusion of onshore wind from the category of nationally significant infrastructure project does not reflect broad public opinion or economic reality.⁹⁴ NIPA agreed, and described the technology as “more palatable [...] especially with the focus on climate change”.⁹⁵

57. We recognise the importance of onshore wind as a significant source of clean energy and as a key part of the energy mix required to achieve net zero. The current NPS was reviewed in order to bring the planning framework in line with the policy context set out in the Government’s Energy White Paper. In this context, we recommend that the Government consider the inclusion of onshore wind within the NSIP planning regime.

Solar and Tidal

58. Solar Energy UK welcomed the addition of guidance on solar PV to the NPS for renewable energy infrastructure. However, unlike for offshore wind, nowhere in EN-3 has the Government referenced a generation target for solar. The Committee for Climate Change (CCC) has identified a need to deploy 54GW of solar by 2035 to keep on track to deliver net zero by 2050 which equates to roughly 40GW of solar by 2030. Solar Energy UK welcomed this as an achievable target and argued that setting a target for solar generation within the NPS would help demonstrate the scale of the need for the technology and increase investor confidence in solar development.⁹⁶

59. Gareth Phillips, Lead of the Working Group on the NPS at National Infrastructure Planning Association, noted the limited detail on tidal range infrastructure from EN-3 (Renewable Energy Infrastructure). He claimed that this was, potentially, a missed opportunity given that tidal range technology is a reliable renewable energy source.⁹⁷ The Minister of State for Energy, Clean Growth and Climate Change, noted that targets for solar and tidal energy infrastructure are not specifically included within revised (draft) EN-3 in order to avoid being overly prescriptive but stated that the NPS make clear that Government is supportive of this technology within EN-1, where they are referenced.⁹⁸

Draft NPS for gas supply infrastructure and gas and oil pipelines (EN-4)

60. EN-4 sets the rules and approval policies for applications to develop gas supply infrastructure and gas and oil pipelines. Revisions to (draft) EN-4 are minimal, with

93 [Town and Country Planning Act 1990](#)

94 [Dr Nick Hughes](#)

95 [Q94](#)

96 [Solar Energy UK](#)

97 [Q95](#)

98 [Q121](#)

the addition of a brief section on hydrogen and C pipelines.⁹⁹ Energy UK suggested that revised draft EN-4 required further amendment so that it is more directly and equally applicable to hydrogen and C network, transport and storage infrastructure. This would include referring to up-to-date government policies, guidance and strategies on hydrogen and CCS.¹⁰⁰

61. Emma Pinchbeck noted that the revised (draft) NPS was published before the Decarbonisation Readiness Consultation, which sets out guidance on smaller-scale gas fossil fuel plants, in terms of converting to Carbon Capture Usage and Storage.¹⁰¹ She concluded therefore that detail on these technologies was “missing”.¹⁰² The Carbon Capture Storage Association called for the NPS to set out a more clearly defined role for CO₂ infrastructure, both within EN-1 and EN-4, as the current approach does not fully consider the wider enabling role CO₂ infrastructure can play for wider network users. It added that a more clearly defined role for CO₂ pipelines is key to informing future planning decisions for new networks, network expansions and to help outline the respective roles of regulators and other bodies.¹⁰³

62. Dr Nick Hughes welcomed the clear move away from fossil fuels in the revised (draft) NPS, but noted concern that it contains a lack of clarity on the role of unabated fossil fuels in the system, and the proposed endpoint for such fuels on the journey to net zero.¹⁰⁴

63. *We recommend that revised (draft) EN-4 includes explicit and precise wording on hydrogen, Carbon Capture and Storage and other technologies that will more clearly demonstrate how the move away from fossil fuels will be achieved. This must specifically include reference to the infrastructure required, for example for the transmission of CO₂, and not just the specific types of technology used at source, such as Carbon Capture.*

64. *We also recommend that the NPS include language on maintaining the resilience of fossil fuel infrastructure that will remain in use up to 2035, in line with existing Government policy.*

Draft NPS for electricity networks infrastructure (EN-5)

65. EN-5 sets the policy for planning rules and approval guidance for development applications to build electricity networks and infrastructure. The revised (draft) EN-5 includes new sections on land rights, onshore and offshore assessment and sulphur hexafluoride. Revised (draft) EN-5 includes a new declaration that overhead lines may be unacceptable in National Parks and Areas of Outstanding Natural Beauty (AONB).¹⁰⁵

66. Energy UK, however, stated that revised (draft) EN-5 falls short of providing the clear planning policy required to support the electricity networks infrastructure that will be needed to support the necessary increase in deployment of renewable energy to achieve

99 Hydrogen and CO₂ networks are not covered specifically by EN-2 to EN-5, but EN-1 notes that it has effect in relation to them even if they do not amount to NSIPs. [Analysis of revised draft energy National Policy Statements—BDB Pitmans](#)

100 [Energy UK](#)

101 [Q15](#)

102 [Q15](#)

103 [Carbon Capture & Storage Association](#)

104 [Q73](#)

105 [Analysis of revised draft energy National Policy Statements—BDB Pitmans](#)

net zero.¹⁰⁶ In its written evidence, the National Infrastructure Planning Association recommended that EN-5 (and EN-1) should go further in emphasising the need for connecting all sources of energy and support for grid connection projects, without the urgent delivery of which it will not be possible to realise the low carbon generation targets set out in the NPS.¹⁰⁷

67. Revised (draft) EN-3 explicitly acknowledges that as more windfarms come forward, more mitigation and compensation may be needed for the environment and wildlife impact.¹⁰⁸ Scottish Power renewables suggested that (revised) draft EN-5, in its current form, has the potential to inadvertently slow or even prohibit some offshore wind projects from being developed.¹⁰⁹ The National Infrastructure Planning Association agreed that this revision had not been properly thought through. It cited this as an example of where, given the absence of any direction on the weight to be applied to national vs local impacts, the national need for climate change action has been diluted by the identification of technology-specific impacts.¹¹⁰

68. Scottish Power Renewables argued that revised (draft) EN-5 does not realistically reflect the challenges that exist at present for offshore electricity transmission and should not seek to presuppose the outcome of the Offshore Transmission Network Review (OTNR) process.¹¹¹ Danielle Lane, Chair, Offshore Wind Industry Council, agreed.

69. *We recommend that EN-5 is updated to reflect the outcome of the Offshore Transmission Network Review (OTNR). We understand the revised Energy NPS is expected to be laid before Parliament before the OTNR is due to be completed. The Department should consider how the potential outcome of the OTNR should be reflected in revised EN-5, but without causing significant delay to the publication of the revised NPS.*

Undergrounding

70. Aled Rowland said that because the wording around the undergrounding of powerlines is now explicit in revised (draft) EN-5, there is a strong starting presumption for all connections to be underground in areas of natural beauty and national parks. While this may add additional cost, this clarity should help speed up the planning process by avoiding the need for a debate on undergrounding as part of the application process. He also noted that the same is true in respect of places outside of those areas where the starting presumption will now be pylons and overhead lines.

71. **We welcome the clarity in the NPS on undergrounding which will speed up the process for planning electricity connections through designated areas.**

106 [Energy UK](#)

107 [NIPA](#)

108 [Analysis of revised draft energy National Policy Statements—BDB Pitmans](#)

109 [Scottish Power Renewables](#)

110 [NIPA](#)

111 [The Offshore Transmission Network Review \(OTNR\)](#) was launched in July 2020 by the Energy Minister. The review looks into the way that the offshore transmission network is designed and delivered, consistent with the ambition to deliver net zero emissions by 2050.

72. We recommend that Ministers consider whether reference to undergrounding should be extended to include application in areas where network resilience, for example to extreme weather events, is considered more likely in the future. We ask that Ministers write to this committee no later than July 2022 with its conclusions.

3 Conclusion

73. We welcome the review of the NPS for energy which updates the planning framework for Nationally Significant Infrastructure Projects in line with the Government's policy commitments as set out in the Energy White Paper. In doing so, it should help provide the energy infrastructure required to deliver the Government's net zero target. In order to achieve this, we have made a number of recommendations for further amendments to the revised (draft) NPS in this report, before the revised NPS is laid before Parliament.

74. Overall, we recommend that the revised (draft) NPS needs to place greater emphasis on the impact of climate change and the speed at which new infrastructure will need to be built to meet the Government's net zero target. It must clearly articulate how the decision-making process will weigh the urgent need for developments which contribute to climate change mitigation, against other relevant considerations. It must unambiguously express that the prime consideration for planning consent for NSIPs for renewable energy is the overall contribution to mitigating climate change and reducing emissions.

75. The revised NPS for energy should be a clear and unambiguous statement of the key principles underpinning the planning framework, thereby allowing a clear statement of intent while also allowing sufficient flexibility to take into account new and emerging technologies. We recommend that the NPS for energy should, however, be closely linked to policy proposals and technology specific roadmaps, which set specific targets for specific sectors - thereby incentivising the development of those new and emerging technologies required to achieve net zero by 2050.

76. We recommend that Government reviews the NPS for energy at least once every five years and that Ministers ensure the resilience of our energy infrastructure is included in these reviews going forward.

Conclusions and recommendations

Revised (draft) National Policy Statement for Energy

1. We welcome the fact that EN-1 has been revised to reflect the Government's commitment to deliver net zero by 2050, and to move away from reliance on fossil fuels. Meeting our net zero target will require a significant scale and pace of change in delivering new energy infrastructure. We therefore welcome the Government's timely review of the National Policy Statement for Energy and its recognition that significant changes to the planning framework for Nationally Significant Infrastructure Projects (NSIPs) is required. (Paragraph 17)
2. As currently drafted, revised (draft) EN-1 does not provide the "step change" needed to deliver the required scale of new NSIPs at a sufficiently rapid pace to deliver the Government's net zero aims. This is largely due to ambiguity in the drafting about the relative weight of 'climate change' relative to local impacts to be taken into account in making planning decisions. *We recommend that revised (draft) EN-1 be further amended to make the Government's commitment to net zero more explicit and to provide a clear and unambiguous direction to the Secretary of State to prioritise the importance of climate change in decision-making.* (Paragraph 24)
3. *We recommend that revised (draft) EN-1 provides clearer direction in favour of the presumption of the delivery of new energy infrastructure required to deliver net zero. We recommend that revised (draft) EN-1 explicitly sets out that the NPS takes precedent over any other conflicting local or statutory bodies' planning policies. We further recommend that the Government work closely with those local and statutory authorities, to make sure that their planning principles are more broadly in line with the UK Government's commitment to deliver net zero.* (Paragraph 25)
4. We recognise that the inclusion of specific targets for the delivery of renewable energy infrastructure within the NPS would provide a clear indication of the Government's intention to deliver net zero—and give practical application to this principle within the planning process. We acknowledge the Minister's response that the Government's targets for specific technologies are set out elsewhere, and that the purpose of updating the NPS was to bring the planning framework in line with those targets. (Paragraph 30)
5. *If the Government's targets set for renewables are not to be included within the NPS planning regime, the link between those targets and planning principles must be made explicit in respect of each technology or generation capacity, so that they are clearly understood by planning authorities and industry to facilitate the delivery of renewable energy infrastructure projects* (Paragraph 31)
6. The purpose of reviewing the current NPS was to update it to bring it in line with the Government's Energy White Paper. However, since then, the Government has published a number of key policy documents which are relevant for the effective delivery of nationally significant infrastructure to deliver net zero. *We recommend that before the final version of the revised NPS for Energy is laid before Parliament it is further updated to bring it in line with current policy, especially, for example, on*

the Government's plans for hydrogen and Carbon Capture and Storage. It would be a missed opportunity if the revised (draft) NPS was not fully up to date and in line with current Government policy on energy. (Paragraph 34)

7. We acknowledge the Government's view that the NPS should not be overly prescriptive to avoid discouraging the development of new technologies. We recognise that the NPS should also facilitate the development of new technologies in this fast-moving sector. *We therefore recommend the clear alignment of the NPS with specific technology roadmaps. The Government should develop technology roadmaps with industry where they don't yet exist. Explicit and clear cross-references would help to provide clarity both in terms of policy and planning required to encourage innovation and promote the scaling-up of new technologies. (Paragraph 37)*
8. We note that the current review of the NPS for Energy is the first to have taken place in 10 years. In order to properly take into account the rapid pace of technological change in the energy sector and the need for significant progress towards meeting our net zero target, the NPS must be reviewed more frequently *We recommend that the Energy NPS is reviewed every five years. (Paragraph 41)*
9. *We recommend that the Department for Business, Energy and Industrial Strategy work with the Department for Levelling Up, Housing and Communities to consider the potential merits of implementing a single National Policy Statement across sectors with sub-sector statements linked to different technology developments. Consideration of this change should be assessed in the light of flexibility and the ability to review parts of the NPS more frequently. The Secretary of State for Business, Energy and Industrial Strategy should write to this Committee no later than February 2023 with the conclusions of this review. (Paragraph 46)*

Energy Infrastructure EN-2 to EN-5

10. *As noted above, we recommend that the revised (draft) NPS, both EN-1 and EN-2, be updated to take into account the Hydrogen Strategy. (Paragraph 49)*
11. We recognise the importance of onshore wind as a significant source of clean energy and as a key part of the energy mix required to achieve net zero. The current NPS was reviewed in order to bring the planning framework in line with the policy context set out in the Government's Energy White Paper. *In this context, we recommend that the Government consider the inclusion of onshore wind within the NSIP planning regime. (Paragraph 57)*
12. *We recommend that revised (draft) EN-4 includes explicit and precise wording on hydrogen, Carbon Capture and Storage and other technologies that will more clearly demonstrate how the move away from fossil fuels will be achieved. This must specifically include reference to the infrastructure required, for example for the transmission of CO₂, and not just the specific types of technology used at source, such as Carbon Capture. (Paragraph 63)*
13. *We also recommend that the NPS include language on maintaining the resilience of fossil fuel infrastructure that will remain in use up to 2035, in line with existing Government policy. (Paragraph 64)*

14. *We recommend that EN-5 is updated to reflect the outcome of the Offshore Transmission Network Review (OTNR). We understand the revised Energy NPS is expected to be laid before Parliament before the OTNR is due to be completed. The Department should consider how the potential outcome of the OTNR should be reflected in revised EN-5, but without causing significant delay to the publication of the revised NPS. (Paragraph 69)*
15. We welcome the clarity in the NPS on undergrounding which will speed up the process for planning electricity connections through designated areas. (Paragraph 71)
16. *We recommend that Ministers consider whether reference to undergrounding should be extended to include application in areas where network resilience, for example to extreme weather events, is considered more likely in the future. We ask that Ministers write to this committee no later than July 2022 with its conclusions. (Paragraph 72)*

Conclusion

17. We welcome the review of the NPS for energy which updates the planning framework for Nationally Significant Infrastructure Projects in line with the Government's policy commitments as set out in the Energy White Paper. In doing so, it should help provide the energy infrastructure required to deliver the Government's net zero target. In order to achieve this, we have made a number of recommendations for further amendments to the revised (draft) NPS in this report, before the revised NPS is laid before Parliament. (Paragraph 73)
18. Overall, we recommend that the revised (draft) NPS needs to place greater emphasis on the impact of climate change and the speed at which new infrastructure will need to be built to meet the Government's net zero target. It must clearly articulate how the decision-making process will weigh the urgent need for developments which contribute to climate change mitigation, against other relevant considerations. It must unambiguously express that the prime consideration for planning consent for NSIPs for renewable energy is the overall contribution to mitigating climate change and reducing emissions. (Paragraph 74)
19. The revised NPS for energy should be a clear and unambiguous statement of the key principles underpinning the planning framework, thereby allowing a clear statement of intent while also allowing sufficient flexibility to take into account new and emerging technologies. We recommend that the NPS for energy should, however, be closely linked to policy proposals and technology specific roadmaps, which set specific targets for specific sectors - thereby incentivising the development of those new and emerging technologies required to achieve net zero by 2050. (Paragraph 75)
20. We recommend that Government reviews the NPS for energy at least once every five years and that Ministers ensure the resilience of our energy infrastructure is included in these reviews going forward. (Paragraph 76)

Formal minutes

Tuesday 22 February 2022

Members present:

Darren Jones, in the Chair

Richard Fuller	Charlotte Nichols
Paul Howell	Mark Pawsey
Andy McDonald	

Draft Report (*Revised (Draft) National Policy Statement for Energy*), proposed by the Chair, brought up and read.

Ordered, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 76 read and agreed to.

Resolved, That the Report be the Ninth of the Committee to the House.

Ordered, That the Chair make the Report to the House.

[Adjourned till Tuesday 1 March at 9:45am]

Witnesses

The following witnesses gave evidence. Transcripts can be viewed on the [inquiry publications page](#) of the Committee's website.

Tuesday 07 December 2021

Aled Rowlands, Head of Corporate Affairs - Electricity Transmission, National Grid; **Danielle Lane**, Chair, Offshore Wind Industry Council; **Emma Pinchbeck**, Chief Executive Officer, Energy UK; **Paul McGimpsey**, Director of Regulation, Energy Networks Association

[Q1–37](#)

James Richardson, Chief Economist, National Infrastructure Commission; **Chris Richards**, Director of Policy, Institution of Civil Engineers

[Q38–59](#)

Dr. Nick Hughes, Senior Research Fellow, University College London Institute for Sustainable Resources; **Tania Davey**, Marine Planning Manager, The Wildlife Trusts

[Q60–84](#)

Tuesday 18 January 2022

Rt Hon Christopher Pincher MP, Minister for Housing, Department for Levelling Up, Housing and Communities

[Q85–102](#)

Rt Hon Greg Hands MP, Minister of State for Energy, Clean Growth and Climate Change, Department for Business, Energy and Industrial Strategy; **Jeremy Allen**, Head of Cost of Energy Review Team, Department for Business, Energy and Industrial Strategy

[Q103–117](#)

Jan Bessell, Board Chair, National Infrastructure Planning Association; **Julian Boswall**, Board Member, National Infrastructure Planning Association; **Gareth Phillips**, Lead of the Working Group on the NPS, National Infrastructure Planning Association

[Q118–161](#)

Published written evidence

The following written evidence was received and can be viewed on the [inquiry publications page](#) of the Committee's website.

NPS numbers are generated by the evidence processing system and so may not be complete.

- 1 Adam Smith International (ASI) ([NPS0001](#))
- 2 Cadent Gas Limited ([NPS0014](#))
- 3 Carbon Capture and Storage Association ([NPS0004](#))
- 4 Energy UK ([NPS0007](#))
- 5 Historic England ([NPS0012](#))
- 6 Hitachi Energy ([NPS0016](#))
- 7 Hughes, Dr. Nick (Senior Research Fellow, University College London Institute for Sustainable Resources) ([NPS0013](#))
- 8 Institution of Civil Engineers ([NPS0002](#))
- 9 National Grid ([NPS0017](#))
- 10 National Infrastructure Planning Association ([NPS0010](#))
- 11 Origin Power Services Limited ([NPS0005](#))
- 12 RWE ([NPS0006](#))
- 13 ScottishPower Renewables ([NPS0009](#))
- 14 Solar Energy UK ([NPS0003](#))
- 15 The Wildlife Trusts ([NPS0015](#))

List of Reports from the Committee during the current Parliament

All publications from the Committee are available on the publications page of the Committee's website.

Session 2021–22

Number	Title	Reference
1st	Post-pandemic economic growth: Industrial policy in the UK	HC 385
2nd	Climate Assembly UK: where are we now?	HC 546
3rd	Post-pandemic economic growth: Levelling up	HC 566
4th	Liberty Steel and the future of the UK steel Industry	HC 821
5th	Pre-legislative scrutiny: draft Downstream Oil Resilience Bill	HC 820
6th	Pre-appointment hearing of the Government's preferred candidate for Chair of the Financial Reporting Council	HC 1079
7th	Decarbonising heat in homes	HC 1038
8th	Post Office and Horizon—Compensation: interim report	1129

Session 2019–21

Number	Title	Reference
1st	My BEIS inquiry: proposals from the public	HC 612
2nd	The impact of Coronavirus on businesses and workers: interim pre-Budget report	HC 1264
3rd	Net Zero and UN Climate Summits: Scrutiny of Preparations for COP26 – interim report	HC 1265
4th	Pre-appointment hearing with the Government's preferred candidate for the Chair of the Regulatory Policy Committee	HC 1271
5th	Uyghur forced labour in Xinjiang and UK value chains	HC 1272
6th	Mineworkers' Pension Scheme	HC 1346