

**Report to:** Transport Committee

**Date:** 10 January 2020

**Subject:** Tackling the Climate Emergency and Improving Air Quality

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Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

## 1. Purpose of this report

- 1.1. To provide a detailed update on the activities of the West Yorkshire Combined Authority's Zero Emissions Transport Working Group in respect of work to decarbonise transport and contribute to tackling the climate emergency.
- 1.2. To report the initial findings of a review of the delivery of the West Yorkshire Low Emission Strategy and actions to improve air quality.

## 2. Information

- 2.1 The Transport Committee meeting of 8 November 2019 was provided with an update on work being progressed by the West Yorkshire Combined Authority and partner councils, to reduce emissions from transport, including activities to decarbonise transport and to improve air quality. Transport Committee welcomed the establishment of a Zero Emissions Transport Working Group to oversee activities and the range of activities underway, such as the collaborations with bus operators to reduce emissions from the bus fleet. This report provides further detail of action taken as work has progressed.

[Background to our work on reducing carbon emissions from transport](#)

- 2.2 The Combined Authority, with its constituent councils, is well-positioned to take a leading role in tackling climate change and has prioritised action to decarbonise the economy. It is now building on previous work to understand, plan for and act on the considerable scale of the challenge.
- 2.3 In December 2018 the Combined Authority and the Leeds City Region Local Enterprise Partnership (LEP) approved the Leeds City Region Energy Strategy and Delivery Plan (ESDP), which aims to dramatically reduce the City Region's carbon emissions. There is an identified programme of work that will be delivered in a phased approach, with short term projects and longer term, whole system actions. ESDP activities were reported to the Combined Authority meeting of 10 October 2019 (with the report accessed at: <https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=133&MIId=835> – see item 8, Tackling the Climate Emergency).
- 2.4 In June 2019 the Combined Authority, all of the West Yorkshire partner councils, and most of the neighbouring North Yorkshire authorities, declared climate emergencies, making public declarations of their intention to address the impacts of climate change and to reduce carbon emissions. As part of the declared climate emergency some local authorities took the opportunity to commit to, or strengthen, their own local emission reduction targets.
- 2.5 In 2019 the Combined Authority commenced work with the University of Manchester's Tyndall Centre for Climate Change to define a target and carbon budget for the Leeds City Region, in order to enable the City Region to make its contribution to keeping average global temperature rises to between 1.5 and 2.0 degrees Celsius. In July 2019 the Combined Authority adopted a target to achieve net zero carbon by 2038, with significant progress to be made by 2030. The carbon budget was set at 118 MtCO<sub>2</sub>. The targeted reduction to net zero carbon by 2038 requires the equivalent of a 14.5% reduction in carbon emissions per year. This is a challenging pace which requires action now across all sectors.
- 2.6 The UK statutory target for reducing greenhouse gas emissions was recently strengthened to achieving net-zero by 2050. The target reflects the necessity of limiting global warming to well below 2°C and pursuing efforts to limit it to 1.5°. The imperative of limiting global warming to within these parameters was outlined in the Paris Agreement and reinforced by the Intergovernmental Panel on Climate Change. The Conservative Party's election manifesto published for the 2019 general election renewed the commitment to reach net-zero emissions by 2050, matched with new spending pledges to invest in delivering environment and climate policies.
- 2.7 The challenge of decarbonisation is considerable with fast, radical reductions required in carbon emissions. Measurable decarbonisation strategies are required across all aspects of our lives, particularly transport, buildings, industry and energy. Responses will need to be cross-cutting, requiring collaborations between tiers of government and across a wide range of organisations and stakeholders, as well as actions by individuals. The West Yorkshire partner councils are developing their own local approaches to

decarbonisation, but at a regional level the West Yorkshire Combined Authority is well placed, with its strategic role in enabling sustainable economic growth and transforming transport infrastructure and services, to provide leadership and coordination of activities. Decarbonising transport for instance will require major modal shift towards low carbon public transport and active travel (- walking and cycling) and a major reduction in the use of private cars powered by carbon-emitting fossil fuels.

- 2.8 The Combined Authority, LEP and partner councils are now in the process of determining the precise interventions that will enable climate emergency declarations and targets to be delivered against and where to focus resources and funding to maximise emission reductions.
- 2.9 Building on the ESDP, additional ideas and actions to meet the strengthened city region net zero carbon target were identified through a series of low-carbon workshops held in July 2019, run by the Combined Authority with key stakeholders from the sectors of transport, building, industry and energy. The ideas generated for reducing emissions from the transport sector encompassed hydrogen vehicles, fleet solutions, joint ticketing, electric vehicle charging technologies, last mile freight solutions, planning and policy, behaviour change, incentives and rewards, and levies and charging. The workshops events formed an important first step in getting traction with the interventions needed and understanding the role of partners and stakeholders in delivery. There is now a need to fully understand the scale and pace at which interventions should be deployed to meet the 2038 target.

#### Zero Emissions Transport Working Group

- 2.10 A Zero Emissions Transport Working Group has been established by the Combined Authority to oversee technical work on reducing carbon emissions from transport. The Working Group will comprise members from the Transport Committee and the Green Economy Panel (reflecting the political and business representation of that panel). The Working Group will report to the Transport Committee and Green Economy Panel.
- 2.11 The first Working Group meeting was held on Monday 30 September 2019, attended by Cllr Kim Groves (Leeds), Cllr Peter Carlill (Leeds), Cllr Andy D'Agorne (York), Cllr Dan Sutherland (Calderdale), Cllr Matthew Morley (Wakefield) and Cllr Neil Walshaw (Leeds) and Bill Firth (Green Economy Panel business representative). There were apologies from other members of the Working Group.
- 2.12 The Terms of Reference for the Working Group, agreed at the 30 September meeting, are:
- To support the delivery of the Combined Authority's Energy Strategy Delivery Plan and its carbon emission reduction ambitions;
  - To recommend the actions that will decarbonise the transport sector and improve air quality within the City Region;
  - To work with / influence partners, including regional organisations and government to deliver actions that decarbonise the transport sector;

- To provide oversight of the delivery of outputs and outcomes of low-carbon/low emission transport related projects being developed by the Combined Authority;
  - To align activity on decarbonising the transport sector with activity to improve air quality in the City Region.
- 2.13 The Working Group agreed to hold quarterly meetings as a minimum, but to meet more regularly as required by the work programme.
- 2.14 An early Combined Authority priority is to identify emission reduction pathways for the five sectors of Power; Building; Industry; Land-use and Transport, which will enable the partners to meet the emission reduction targets of the City Region partners. These sectors are consistent with those underpinning the analysis undertaken at a national level by the Committee on Climate Change to inform the Government's net-zero by 2050 ambition. It was agreed that the Working Group would have oversight of work in respect of the transport sector, with findings and recommendations to be raised for consideration by the Transport Committee.
- 2.15 The Combined Authority has sought specialist consultancy support for the emission reduction pathways work. This work will be undertaken on behalf of all of the West Yorkshire authorities and also the York, North Yorkshire and East Riding Local Enterprise Partnership. The work is expected to comprise three main tasks:
- Task 1: Develop emission reduction pathways that demonstrate how each area can deliver / comply with its respective emission reduction target and carbon budget;
  - Task 2: Produce an implementation roadmap for the Leeds City Region, West and North Yorkshire based on the outputs of Task 1;
  - Task 3: Produce policy recommendations and an action plan for the City Region and West and North Yorkshire to deliver the activity identified in Task 2.
- 2.16 A tender process was conducted to find a consultant to deliver the project. The commission was awarded in December 2019 to Element Energy supported by the UK Centre for Ecology and Hydrology. Element Energy has developed a more detailed brief for the main tasks of the commission, described in paragraphs 2.16 to 2.18 below.
- 2.17 Task 1, Emission Reduction Pathways, will encompass:
- Policy review, data gathering and agreement of scenario assumptions / interventions:
    - Review of current and planned policies at the local, regional and national level;
    - Comparison of existing regional policies with best practice to highlight strengths and weaknesses;
    - Evidence and data gathering relating to sources of emissions not already covered by existing data;

- Creation of a set of technology and behavioural measures to inform scenarios;
- Development of scenarios for discussion.
- Business as Usual (BAU) emissions pathway / sectoral emission reduction pathways
  - Creation of BAU emissions pathway;
  - Creation of three emission reduction pathways (for each sector) taking account of availability of different fuels, technical improvements, potential for behaviour change, national policy backdrop and infrastructure development;
- Model integrated emissions reductions
  - Development of emissions model, including costs
- Stakeholder engagement
  - Validation of assumptions and emerging results with stakeholders and refinement of pathways

2.18 Task 2, Implementation Roadmap, will encompass:

- Timeline of key implementation milestones;
  - Identify key implementation milestones for each sector and technology
- Infrastructure assessment to support implementation
  - Qualitative discussion of the infrastructure requirements to facilitate each pathway;
- Key decision points to enable delivery and select pathway
  - Build of comprehensive roadmap of the key decision points and activities to reach the targets

2.19 Task 3: Policy Recommendations and Action Plan, will encompass:

- Deliver policy recommendations and action plan
  - Policy recommendations informed by outputs of scenario modelling and roadmap;
- Assess the role of different stakeholders
  - Consideration of the roles of different stakeholders from national to regional;
- Recommendations for next steps
  - Highlighting next steps including how to fill remaining evidence gaps and immediate actions.

2.20 The Combined Authority recognises the urgency for this work, and also the need to ensure robustness in findings and recommendations. A final report is required by mid-May 2020, but work on the transport sector has been prioritised, with the identification of transport emissions pathways being an early deliverable, for discussion in mid-January 2020.

2.21 The Working Group is proposed to meet three times during the course of this commission, to over-see its development:

- 15 January 2020 - to input to transport scenario assumptions and development;

- 28 February March 2020 - to reflect on stakeholder engagement on scenarios and input to key transport implementation milestones;
  - 8 April – to review and input to a Draft Emissions Pathway Report.
- 2.22 The Working Group considered that air travel should be considered within the remit of the group and the transport component of the commission. The Working Group also expects the commission to interact with the Leeds City Region Connectivity Strategy work currently being undertaken by the Combined Authority and partner councils to identify a future pipeline of transport interventions.
- 2.23 The Working Group anticipates working with industry stakeholders such as Transport for the North, Highways England and Leeds Bradford Airport, and local Climate Coalitions in co-producing the report's recommendations. To this end it is proposed to set up parallel meetings with stakeholders that are aligned with the Working Group meeting dates identified in paragraph 2.21 above, as appropriate to progress this work.
- 2.24 A Communications and Engagement plan for tackling the climate emergency is in development with the intention to support the transport (and wider) emission reduction pathway work, by:
- Informing people about the pathways identified for each of the five sectors;
  - Translating sector-related issues into an easy and digestible format;
  - Communicating key messages around the Combined Authority's and City Region's net zero carbon ambitions.
- 2.25 The Combined Authority is working with Transport for the North (TfN) to help shape TfN's approach to decarbonisation in respect of its pipeline of pan-northern transport interventions. TfN is the statutory sub-national transport body formed in 2018 to make the case for strategic transport improvements across the North of England. The Combined Authority is a partner in TfN. TfN published a Strategic Transport Plan (STP) for the North and accompanying Long Term Investment Programme in February 2019, which identified a funding requirement of £60-£70 billion up to 2050 to be spent on strategic transport infrastructure to support transformational economic growth. TfN's plans are structured around key areas of delivery in: Rail (- Northern Powerhouse Rail and Long Term Rail Strategy); Roads (- Major Road Network for the North); and Integrated and Smart travel. The STP outlines TfN's approach to decarbonising transport with the key themes being:
- A zero carbon public transport network by 2050;
  - Decarbonisation of rail by 2040;
  - A rapid increase in the number of public charge points for electric vehicles across the north.
- 2.26 TfN has now commenced a review of the contents and sequencing of its investment programme, alongside work investigating how to decarbonise the programme. TfN is now developing its methodology for identifying decarbonisation pathways, which is broadly similar to that being used by the Combined Authority for its own programmes described above, albeit to a different, later target date. As part of their work TfN will however be

considering aligning more closely with regional/local targets for reducing carbon emissions. TfN has been invited to present progress to the Zero Emissions Transport Working Group.

#### Clean Growth Programme - Carbon impacts of current activities

- 2.27 The Combined Authority has developed a new corporate approach to embedding clean growth, including reducing carbon emissions and tackling the climate emergency. It includes adopting a new clean growth policy, containing a set of principles for all staff to use, and a detailed action plan outlining what the Combined Authority will do as an organisation over the next two years. It covers the organisation's plans to reduce the direct environmental impact of how it works and behaves, as well as ensuring clean growth requirements are embedded in proposals for projects and strategies to be delivered across the region in pursuit of corporate priorities, and that we understand as far as possible the potential climate impact of our interventions.
- 2.28 An immediate action the Combined Authority has taken is to ensure all decisions made include clean growth and climate change impacts. The Combined Authority has strengthened how clean growth and climate change impacts are considered as part of all new schemes that come through the Combined Authority's Assurance Framework, and now requires all reports to include clean growth implications, including climate change qualitative impact assessments/considerations.
- 2.29 A new commission is about to be made by the Combined Authority to strengthen decision making in light of the Climate Emergency. The commission aims to develop a robust new approach to balanced decision making that fully takes into consideration carbon impacts. The key tasks are outlined below:
- Review and identify best practice for calculating carbon emissions and wider clean growth impacts in project development and appraisals processes, building on the latest government guidance and developments in modelling;
  - Review decision making practices within the Assurance Framework and identify where carbon impacts have been calculated well and where they have not been and what could be improved to ensure carbon is fully integrated and consistently calculated;
  - Scope recommendations for what should be included in a new carbon assessment;
  - Develop a new robust carbon assessment methodology for transport and non-transport schemes and make recommendations for how to embed it successfully across the Combined Authority, including the Assurance Framework;
  - Review and calculate the carbon impacts of all existing funded programmes within the Combined Authority's Local Growth Deal, West Yorkshire Transport Fund and LPTIP Funds; and identify potential changes and associated costs in order to make them carbon neutral or negative;

- Once new methodologies have been devised, increase capacity and capability across all organisations supporting delivery of West Yorkshire Transport Fund and Local Growth Deal programmes and the Combined Authority to ensure a consistent use of the new methodology and metrics to shape the design of all future projects and decisions.
- 2.30 Further details on the programme for undertaking this commission and its implementation will be provided to the next Transport Committee meeting of 13 March 2020, and to future meetings of the Zero Emissions Transport Working Group.

Low Emission Strategy Review and Action Plan (- Air Quality)

- 2.31 A West Yorkshire Low Emission Strategy (WYLES) was adopted in 2016 by all of the West Yorkshire partner councils and in 2017 by the Combined Authority. The WYLES covers all road traffic emissions but has a particular focus on air quality and commits all of the West Yorkshire partner councils to reducing local transport emissions, especially nitrogen dioxide and particulate matter. Managing air quality falls within the remit of local authorities. The Combined Authority committed through the West Yorkshire Transport Strategy 2040 to supporting the partner councils in their efforts to improve air quality.
- 2.32 A WYLES Delivery Officer has been employed by Kirklees Council, funded through Department for Environment, Food & Rural Affairs (DEFRA) grant, to work on behalf of all the partner councils to coordinate activities. The Delivery Officer was tasked by the partner councils with undertaking a review of WYLES delivery since its 2016/17 adoption, including benchmarking progress against the strategy's objectives, and developing a WYLES delivery plan based on the findings from the benchmarking review.
- 2.33 The WYLES review considered air quality related projects across all five districts in West Yorkshire. However, the scope of the review did not include the Clean Air Zone programmes under development as these are applicable to Bradford and Leeds only.
- 2.34 Appendix 1 provides the initial findings of the review evaluating the delivery of the WYLES. The review was undertaken with the input of all the West Yorkshire partner councils and the Combined Authority. The benchmarking approach considered projects in delivery or completed by all partners since WYLES adoption that relate to the 10 strategic objectives of WYLES. The review considered project objectives, delivery outputs, timeframes, governance and working arrangements and funding streams.
- 2.35 Initial findings of the review include:
- Inconsistent levels of awareness and knowledge of the WYLES with stakeholders and decision makers;
  - Some good practice and delivery but there are issues in how the partners are organised and resourced for delivery. There is also currently limited coordination of activities, with projects often developed in isolation rather than to a coherent, region-wide plan;



- Varying levels of investment from the partners, and future access to resources has been identified as a risk across the partner councils;
- Limited understanding of the impact of the WYLES and other projects on Air Quality improvement.

2.36 Appendix 1 also provides a preliminary delivery plan drafted by the partner councils, which applies the initial findings of the WYLES review. Table 1 in Appendix 1 sets out a series of suggested priorities for enhancing and accelerating implementation of the WYLES. This preliminary plan is proposed as the first step in the development of a detailed delivery plan, which is will be developed with the technical input of the WYLES Delivery Group of the West Yorkshire partner councils.

2.37 The WYLES review and action planning will consider resources required for future delivery. Appendix 1 Table 1 highlights where funding is already secured or is the subject of current bids, and where potential gaps in funding exist. Funding already approved includes an allocation of £240,000 from the West Yorkshire Integrated Transport Block (ITB) programme for 2019-2022, which was endorsed by Transport Committee at its meeting in March 2019 and agreed by the Investment Committee on 7 November 2019.

2.38 It is proposed that this technical work to further develop and to commence delivery of the WYLES Delivery Plan is overseen by the Zero Emissions Transport Working Group in accordance with the working group's Terms of Reference described in paragraph 2.11.

### **3. Clean growth implications**

3.1 This report identifies the action the Combined Authority is taking to tackle the climate emergency, and work currently being undertaken by the Combined Authority to substantially strengthen how clean growth and climate change impacts are considered by the Combined Authority. The report details the work commenced to inform the pipeline development of new transport interventions and to understand and present the impacts of current and future interventions to inform policy and investment decisions.

### **4. Financial Implications**

4.1 There are no financial implications directly arising from this report.

### **5. Legal Implications**

5.1 There are no legal implications directly arising from this report.

### **6. Staffing Implications**

6.1 There are no staffing implications directly arising from this report.

### **7. External Consultees**

- 7.1 The Low Emission Strategy Review and Action Plan section of this report and Appendix 1 West Yorkshire Low Emission Strategy Review were developed in consultation with the West Yorkshire Low Emission Strategy Delivery Group, which includes officers from all the West Yorkshire partner councils, Public Health England and the Combined Authority.

## **8. Recommendations**

- 8.1 That the Committee notes the update on the activities of the Zero Emissions Transport Working Group.
- 8.2 That the Committee agrees the programme of meetings of the Zero Emissions Transport Working Group described in paragraph 2.20 and that an invitation is made to stakeholders and interest groups to work alongside the Working Group to co-produce recommendations for reducing carbon emissions from transport.
- 8.3 That the Committee notes the initial findings of the review of the West Yorkshire Low Emission Strategy and endorses that the recommendations and draft Delivery Plan proposals identified in Appendix 1 be developed further through the Zero Emissions Transport Working Group.

## **9. Background Documents**

None.

## **10. Appendices**

Appendix 1 - West Yorkshire Low Emission Strategy Review – Summary, Recommendations and draft Delivery Plan proposals