

**Report to:** Transport Committee

**Date:** 17 September 2021

**Subject:** **Transport Decarbonisation Activity**

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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 type="checkbox"/> Yes <input checked="" 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:	
Are there implications for equality and diversity?	<input type="checkbox"/> Yes <input type="checkbox"/> No

## 1. Purpose of this report

- 1.1 To provide an update to the Committee on selected transport decarbonisation activity.

## 2. Information

### West Yorkshire Climate and Environment Plan

- 2.1 The Combined Authority declared a climate emergency and committed to strengthen the West Yorkshire emission reduction target in June 2019. The Combined Authority's target is to be net zero carbon by 2038 at the latest, with significant progress by 2030. The task is extremely challenging and will require significant, swift, and collaborative action to decarbonise all sectors.
- 2.2 The West Yorkshire Carbon Emission Reduction Pathways (CERP) study was commissioned to demonstrate the different ways in which the climate emergency could be addressed, and the strengthened target met. It also

provides guidance to West Yorkshire councils and businesses on the ways they could address their own climate emergency declarations and targets.

- 2.3 The CERP focusses on the transport, buildings, power, industry, and land-use and agriculture sectors, and consists of three main tasks:
  - A. Developing three emission reduction pathways;
  - B. Setting out the timescales for decision-making and deployment of measures identified in the pathways; and
  - C. Identifying the policies and actions that need to be implemented to ensure the measures identified in the pathways are deployed.
- 2.4 The original plan was to use the scientific evidence of the CERP to inform the development of a Tackling the Climate Emergency (TCE) Action Plan for the region, to be developed during autumn 2021 for publication in early 2022. The election of West Yorkshire's first mayor in May 2021 and her clear pledge to tackle the climate emergency and protect the environment production, has accelerated the production and publication of a Climate and Environment Plan for West Yorkshire.
- 2.5 The West Yorkshire Climate and Environment Plan 2021-2024 (the Plan), to be published in October 2021, will be the Mayor's and Combined Authority's response to addressing the climate and environmental emergencies and delivering mayoral pledges relating to climate, nature, and the green economy. It will also demonstrate how the region can go further and faster than national government, reinforcing commitments to be net zero carbon by 2038 at the latest.

### **Zero Emission Bus Regional Area Scheme**

- 2.6 On 30 March 2021, the Department for Transport invited Local Transport Authorities in England (Outside London), to submit expressions of interest in receiving funding to become a Zero Emission Bus Region Area (ZEBRA).
- 2.7 The Combined Authority submitted an [Expression of Interest](#) (EOI) to ZEBRA on Friday 2 July and has been successful along with 16 other areas to be invited to develop a Full Business Case based on the information provided in the EOI.
- 2.8 The Combined Authority see this funding bid as key in achieving our ambitions around boosting productivity, enabling inclusive growth, tackling the climate emergency, and delivering 21<sup>st</sup> Century transport. As the largest metropolitan area in Europe without an urban mass transit system, the bus is the most used form of public transport accounting for approximately 6% of journeys within the region and is therefore a key mode to target within our decarbonisation ambitions.
- 2.9 The ZEBRA schemes were selected on criteria set by Government: defining the place, ambition, air quality, value for money and deliverability with the

submission including four schemes across West Yorkshire looking to introduce 121 electric single and double deck buses across the region.

- 2.10 Currently, 1% of buses operating in West Yorkshire are zero emission. If successful the schemes included within this bid would the introduction of an additional 121 zero emission buses, increasing the proportion of zero emission buses across the region to 10%.
- 2.11 As referenced above the Combined Authority have been successful in progressing to Phase 2, which will involve the co-development of a Full Business Case (FBC) between the Combined Authority, partners and the Department for Transport.
- 2.12 The FBC is to be submitted to DfT by 31 January 2022 with a draft supplied by 12 November 2021 for review. The Combined Authority are currently working with operators and consultants to collate the detail needed for the FBC.

### **Transport for the North Decarbonisation Plan Consultation**

- 2.13 In June 2021, Transport for the North (TfN) launched a consultation on their Decarbonisation Strategy (available here: [Decarbonisation | Transport for the North - Transport for the North](#)). The Strategy sets a headline target for a near zero-emissions surface transport network in the north by 2045, with a trajectory to achieve a 55% reduction in emissions by 2030 and 95% by 2040. Although this is not as ambitious a deadline as the Combined Authority's ambition for achieving a net-zero carbon region by 2038, the TfN trajectory represents a mid point between the range of target dates set by its member authorities.
- 2.14 The scope of the Strategy is to include surface transport only, focussing on cars, LGVs/HGVs, bus, and rail travel. It excludes shipping and aviation as out of scope for TfN's jurisdiction but recognises the need for further consideration of aviation and maritime emissions arising from travel to and from the North.
- 2.15 TfN have developed their target trajectory using their Northern Carbon Model, to estimate future emissions in the four scenarios that form the basis of the existing Strategic Transport Plan. This modelling excludes embodied, or capital carbon (arising from construction activities and maintenance of infrastructure) as well as emissions involved in the manufacture of zero emission vehicles.
- 2.16 The Strategy and background analysis estimates that the scale of change required to achieve the target of near zero emissions by 2045 is:
- Car travel (measured by miles travelled compared to baseline growth) must reduce by 1-4% by 2025, and 3-14% by 2035.
  - Van and travel (measured by miles travelled compared to baseline growth) must reduce by 10% by 2030. Heavy Goods Vehicles (HGV) travel must reduce by 11-15% by 2030.

- The share of large cars (such as sports utility vehicles) as a proportion of all car sales must drop from 27 in 2025 to 10% by 2040. These were 32% of all sales in 2018.
- The share of zero emission cars of total car sales must reach 55% by 2025, and 100% by 2030.

2.17 The Strategy is intended to be used to support sequencing of schemes in Transport for the North's (TfN) Investment Programme and to identify actions for TfN and local partners, and make asks of government. These are set out across three themes (Zero Emission Vehicles, Demand Management and Increasing efficiency of conventional vehicles), and TfN identify 25 Priority Actions for themselves to undertake by 2025.

2.18 The consultation closed on 31<sup>st</sup> August and a response was developed with input from West Yorkshire partner councils. As the deadline for responses fell before scheduled meetings, comments from Transport Committee and Climate, Energy and Environment Committee members were received via email.

2.19 The final response submitted to Transport for the North is attached as Appendix 1. Key points of the Combined Authority's response were:

- We welcome the opportunity to comment and join the discussion over transport decarbonisation in the North.
- Overall, the strategy is detailed with solid evidence backing; although we have identified areas where further analysis would be helpful to TfN and local partners.
- TfN should raise their ambition for their carbon reduction trajectory to match the most ambitious areas in the North and provide leadership
- Actions are identified across three areas – Demand Management, Zero Emission Vehicles, and conventional vehicle efficiency. TfN should adopt a hierarchical approach to these themes with mode shift and demand management as the highest priority. This should include consideration, in conjunction with national government, of a national approach to road pricing.
- Carbon emission reduction appears to be seen as a challenge to delivering infrastructure and growth, rather than as a key objective for Transport for the North's activities and Investment Programme. There seems to be a greater focus on the threats and risks of decarbonisation, rather than the opportunities (e.g. congestion relief and the health benefits of modal shift), including the economic opportunities of decarbonisation.
- Transport for the North should go beyond their proposal to limit their review of the Investment Programme, based on their decarbonisation trajectory and other analysis of embodied carbon, to sequencing of schemes in the programme only – i.e. to delay schemes until the carbon emissions can be offset, or until technological improvements improve the emissions outlook. We suggest they take a broader approach as part of review, including options to pause, rescope/redesign, or remove

schemes from the programme if they do not align with the Decarbonisation Trajectory.

- Carbon emissions are not mentioned as a factor to prioritise schemes, only for resequencing, where we believe decarbonisation merits should be a key factor in prioritisation and should be seen as an objective for schemes rather than an impact to be considered and mitigated
- We highlight the risk around the assumption that “indirect emissions” (e.g power station emissions) associated with electrification of transport in the North is likely to be marginal.
- We highlight the importance of “embodied carbon” (from supply chain, manufacture, infrastructure requirements, etc) – excluded from the analysis and trajectory – and that further work to understand this and review the Investment Programme should be prioritised. We suggest working with TfN to see how our own Carbon Impact Assessment work can support their own work to understand carbon emissions of projects in the Investment Programme, including around embodied carbon.

### **National Transport Decarbonisation Plan**

- 2.20 In July 2021, the Department for Transport published a Transport Decarbonisation Plan. The Plan contains a range of new commitments and proposals, reiteration of previous announcements and is accompanied by a range of associated documents, including three consultations launched alongside publication of the Plan, as well as proposals for further consultations.
- 2.21 The consultations launched with the plan cover aviation, sale of new, non-zero emission HGVs, and the proposed updated regulatory framework for vehicle sales. Further details of the proposals and commitments contained in the Plan are provided in Appendix 2.

### **Implications and next steps**

- 2.22 Transport for the North have responded to the three current consultations which closed in September 2021, and the Combined Authority has had the chance to provide input through the TfN Executive Board.
- 2.23 Combined Authority input into further consultations arising from the Transport Decarbonisation Plan will be considered when published. These include consultation on a potential phase out date for the sale of new non-zero emission powered two and three wheelers (including motorcycles, mopeds), and on a Code of Practice for Mobility as a Service initiatives.
- 2.24 The publication of the Transport Decarbonisation Plan provides a valuable national policy position to support the Combined Authority’s vision and proposals for decarbonisation of transport in West Yorkshire which together set out Connectivity Infrastructure Plan, and Climate and Environment Plan 2021-2024.

- 2.25 The principles of the national Transport Decarbonisation Plan, which combining rapid action on mode shift and change in travel behaviour, with measures to accelerate the transition to a zero-emission vehicle fleet, are reflected in our Connectivity Infrastructure Plan and its supporting documents and the transport actions proposed in our Climate and Environment Plan 2021-2024 (outlined in paragraphs 2.1 – 2.12).
- 2.26 Our delivery against the Connectivity Infrastructure Plan and Climate and Environment plan will help contribute to the national trajectory for domestic transport, set in the Transport Decarbonisation Plan. The City Region Sustainable Transport Settlement proposal (see Item 6) will play an important role in delivering these actions in the next five years, supporting mode shift to sustainable transport modes, providing the infrastructure and support for residents and businesses to switch to zero emission vehicles where needed and reducing the demand for travel.
- 2.27 The Combined Authority will continue to embed carbon emissions reductions into its own operations and developments, through energy consumption and waste reduction initiatives including phasing out use of non-recyclable materials (such as single use plastics) and the maximisation of recycling.

### **Emissions of buses**

- 2.28 Since 2019 the West Yorkshire Bus Alliance has monitored bus fleet composition from an air quality perspective on a quarterly basis. Bus operators have agreed to provide details of vehicles by Euro Standard and technology type, distinguished by district.
- 2.29 The latest position as of June 2021 is provided in Appendix 3 to this report. The key headlines are:
- 62% of the bus fleet is Euro VI, showing a 3% increase on the previous quarter
  - Leeds have the greatest percentage of Euro VI buses in operation with 83%; Kirklees and Calderdale having the lowest percentages of Euro VI buses in operation at 43% and 53% respectively.
  - Bradford and Calderdale both saw a 9% increase Euro VI figures since the previous quarter
  - 1% of buses operating in West Yorkshire are zero emission buses; 4% were hybrid technology

## **3. Tackling the Climate Emergency Implications**

- 3.1 All the activity outlined in this report is contributing to addressing the climate and environmental emergency and achieving a net zero carbon economy by 2038.

## **4. Inclusive Growth Implications**

- 4.1 It is crucial that transitioning to a net zero carbon economy reduces inequality in West Yorkshire. It cannot be the cause of further inequality for our most excluded and deprived groups and communities. To that extent inclusive growth goals and outcomes have been or will be incorporated into all the activity documented in this report.
- 4.2 The Transport for the North Decarbonisation Strategy identifies issues relating to the potential impact of decarbonisation on different communities, including transport-related social exclusion. The Combined Authority response provides suggestions as to how these issues should be considered further by Transport for the North.

## **5. Equality and Diversity Implications**

- 5.1 Meeting net zero carbon and transitioning to a net zero carbon economy should be equitable and not be at the expense of any groups or communities. To that extent equality and diversity implications and solutions will be cross cutting and integrated across the activity outlined in this report to ensure no one is adversely affected.

## **6. Financial Implications**

- 6.1 There are no financial implications directly arising from this report.

## **7. Legal Implications**

- 7.1 There are no legal implications directly arising from this report.

## **8. Staffing Implications**

- 8.1 There are no staffing implications directly arising from this report.

## **9. External Consultees**

- 9.1 Various external consultees have provided input into the activity documented in this report. Their views have been taken on board and integrated into the activity where applicable.

## **10. Recommendations**

- 10.1 That Transport Committee note the contents of the report.

## **11. Background Documents**

None.

## **12. Appendices**

Appendix 1 – Transport for the North Decarbonisation Strategy – West Yorkshire Combined Authority response

Appendix 2 – Transport Decarbonisation Plan Summary

Appendix 3 – Bus Fleet Air Quality Composition