



<b>Report to:</b>	Climate, Energy and Environment Committee
<b>Date:</b>	25 March 2025
<b>Subject:</b>	<b>Draft Climate and Environment Plan 2025 – 2038</b>
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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 the report does contain exempt information, what is the reason for exemption: <i>(indicate in the adjacent box the relevant paragraph of Schedule 12A, Local Government Act 1972, Part 1 – see Access to Information Rules)</i>	

## 1. Purpose of this Report

- 1.1 To provide an update on the development of the Climate and Environment Plan (the 'Plan').
- 1.2 To present a summary of recent stakeholder engagement on the Plan.
- 1.3 To seek the Committee's views on the draft Plan, prior to submission to the Combined Authority for approval in April 2025.

## 2. Recommendations

- 2.1 That the Committee provides its views on the draft Plan prior to submission to the Combined Authority for approval in April 2025.

## 3. Plan Development Activities

- 3.1 The Committee was last updated on the development of the Plan at its November 2024 meeting. At that meeting, and building on information previously provided to members, the Combined Authority outlined the structure of the new Plan, its objectives and proposed audience.

3.2 Since that time, the Combined Authority has completed stakeholder engagement on the draft Plan, focussing on seeking views on its objectives and actions. The engagement also presented a summary of our updated [Carbon Emissions Reduction Pathway](#) (“Pathway”) previously circulated to the Committee, which forms a key part of the evidence for the new Plan and has been published in support of the Plan.

3.3 Following the engagement, the draft Plan has now been completed – please see [Appendix 1](#) to this report. The appendices to the Plan are linked to at the end of this report. A multi-team approach was adopted for the drafting process, with individuals identified to lead on the drafting of specific sections i.e. narrative and evidence for each objective. The Plan has therefore had input from teams across the Combined Authority.

### **Purpose and Drafting Approach**

3.4 In updating the Plan, the Combined Authority’s principal aims were to:

3.4.1 draw on an updated evidence base in the form of a single ‘maximum ambition’ pathway to net zero (the Pathway), in place of our previous three emissions reduction pathways (see ‘Our evidence base’ and [Appendix 1 to the Plan](#)).

3.4.2 make a clear case for action on the climate emergency by setting out the co-benefits of intervening, as well as West-Yorkshire specific reasons to act (see ‘Our assets, opportunities and challenges’ and [Appendix 3 to the Plan](#))

3.4.3 build on the successes of the previous Climate and Environment Plan, whilst ensuring the refresh aligns with other emerging policy and strategic approaches (West Yorkshire Plan, Local Growth Plan, local climate plans) (see ‘How did the first Plan contribute to emissions savings?’ and ‘Summary of our plan’ for links to other strategies)

3.4.4 devise a framework for the Combined Authority’s action on the climate emergency to 2038 (Figure 1, West Yorkshire Climate and Environment Plan long-term framework), whilst at the same time setting out actions for the Combined Authority to progress in the period 2025 – 2028 (‘Our action plan’)

3.4.5 focus our actions on those areas in the control and direct influence of the Combined Authority, whilst targeting the Plan at the Combined Authority, local authorities, key stakeholders and investors, and Government. (see discussion on ‘Influence and control’ as well as the action plan)

3.5 Officers have addressed each of these aims in the Plan, as indicated above. The Plan seeks to establish a compelling case for action on the climate emergency, delivered through a clear long-term structure which is aligned with the West Yorkshire Plan and the region’s 2038 target. The Plan then sets objectives in key sectors that are broader than just decarbonisation to ensure it is focussed on the co-benefits of action on the climate emergency, and not just emissions reduction.

- 3.6 The Plan draws on place-specific evidence from sources such as the Pathway, key strategies like the Local Growth Plan, and a range of West Yorkshire-specific data from sources such as our State of the Region indicators. However, it is important to distinguish between the Pathway and the draft Plan – the Pathway is a model, focused on a maximum ambition approach to emissions reduction across the region which the Combined Authority, its partners and stakeholders can use to guide policy development. As such, it is an evidence base and reference point which the Combined Authority can use when developing schemes for delivery, subject to assurance processes - there will be an ongoing need to develop further actions and interventions where the Combined Authority can have impact and influence, drawing on the Pathway’s findings.
- 3.7 The Plan also tries to ensure that there is an explicit regional focus to its actions wherever possible - in some cases, specific details about particular projects are not yet available and would only become known during development once the Plan is agreed.
- 3.8 Actions in the Plan have been aligned to the Combined Authority’s role in delivery, and categorised into ‘leading’, ‘partnering’, ‘influencing’ and ‘asks of government.’ This was done in response to internal and stakeholder feedback that the Plan needed to be clear on what the Combined Authority’s role would be in delivering emissions reductions, as well as (for example) setting out more clearly what we may need from partners and government in delivering the Plan. The Combined Authority has also identified six flagship actions, which are key areas of focus for delivery where it has particular control and influence. These actions are intended to be focal points for the Climate Plan, but do not mean that other actions will be de-prioritised as a result.
- 3.9 Finally, the Combined Authority received feedback that the Plan should provide an indication of the Plan’s potential impact, and where action would be prioritised. This is addressed under the section on ‘Where will our action have the most impact?’. Many of the Combined Authority’s actions will be targeted at driving the decarbonisation of transport and modal shift and low-carbon heating in homes, and these interventions are key to tackling West Yorkshire’s highest emitting sectors (37% of West Yorkshire emissions are from transport, and around 45% from buildings (including 31% from residential buildings)). However, this diagram also attempts to show how the other objectives of the Plan contribute to these priorities and therefore demonstrate the interdependency of its actions. For example, reforming the energy system and making electricity cheaper will be a key tool in ensuring the right incentives are in place to allow households to switch to low carbon heating.

### **Stakeholder Engagement - Summary**

- 3.10 Stakeholder engagement on the Plan ran until the end of January 2025. The focus of the engagement was primarily on those who will potentially be able to support the Combined Authority in the delivery of the new Plan.
- 3.11 A detailed report analysing the findings of the engagement, produced by our Communications and Engagement team, is at [Appendix 2](#) and [Appendix 2a](#).

- 3.12 Five stakeholder workshops were delivered, one for each objective of the Plan. The purpose of these workshops was to seek validation and feedback from stakeholders for the long-term framework of the Plan, alongside the activities identified for delivery over the next four years. There were 77 attendees to our stakeholder workshops. Key changes to the Plan emerging from the stakeholder workshops are set out in [Appendix 1a](#) to this report.
- 3.13 In addition, where regular stakeholder meetings occurred within the engagement window, items on the new Plan were added to their agendas. For example, the new Plan has been taken to the West Yorkshire groups that are focussed on active travel, rail and air quality to gain their input.
- 3.14 These workshops were supported by an online survey. The Combined Authority received 201 survey responses, 48 from a business or organisation and 153 from an individual. Overall, respondents agreed with both our objectives (157 respondents agreed, including 60 agreeing and also making a suggestion) and our actions (123 respondents agreed, including 73 agreeing and making a suggestion). Where suggestions were made by respondents, they mostly provided ideas of detail that could sit underneath the actions, which will help inform detailed scheme development as the Plan moves into implementation.
- 3.15 Key areas that respondents felt were missing from the Plan were actions on aviation, waste, divestment from fossil fuels, and dietary changes. Emissions from aviation were excluded from the Pathway on the basis of a lack of control and influence at a local and regional level over aviation, and decarbonisation being likely to occur across the sector as a whole rather than individual airports or airlines. The new Plan includes reference to aviation in terms of influencing Government to provide support for the development of sustainable aviation fuels.
- 3.16 On waste, the Plan includes actions on the circular economy, supporting the work of local waste management services. We will consider fossil fuel divestment as part of the development of the Combined Authority's Corporate Climate Plan. Finally, officers consider dietary changes to be outside of the Combined Authority's control and influence.

### **Next Steps**

- 3.17 Once the Plan is approved by the Combined Authority, officers will develop detailed business cases and delivery plans for individual actions, building on existing schemes and work in progress where applicable. An initial focus will be to progress delivery of the flagship actions identified in the draft Plan including, for example, the proposed West Yorkshire Climate Fund – see also the paper on the Fund (Item 9) on this agenda for further information.
- 3.7 Progress against the actions in the Plan and scheme development will be monitored through internal governance, as well as through oversight by this committee. Alignment with the climate plans of our local authority partners will be overseen and maintained

through the Combined Authority's networks and working groups, which bring together a range of officers responsible for delivering climate plans and actions in each of the districts.

- 3.8 The Combined Authority will also continue to engage with stakeholders and other partners in both the delivery of individual Combined Authority schemes and in further policy development – this approach will continue to evolve and strengthen over time. See for example the paper on the Strategic Climate and Environment Partnership (Item 12) for an example of partnership working that will directly support the objectives of the draft Plan.

#### **4. Risks and Mitigations**

- 4.1 There is a risk that in developing the framework and activity areas for the new Plan in advance of securing additional public sector funding to the scale required to reach net zero 2038 we will raise expectations amongst partners and stakeholders, this is a risk that we are required to take to drive future investment decisions.

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

- 5.1 The new Plan and its associated evidence are the Combined Authority's main response and mechanism for tackling the climate emergency. The information contained within it will set the approach the Combined Authority will take in West Yorkshire for the long-term (in relation to the framework) and the activity that will be prioritised over the next four years.

#### **6. Inclusive Growth Implications**

- 6.1 In listening to feedback from stakeholders the vision for the new Plan has been set as 'tackle the climate emergency and become net zero carbon by 2038 in an equitable and inclusive way'. This demonstrates a clear commitment to delivering the new Plan with inclusive growth at its heart.
- 6.2 As with equalities and diversity, inclusive growth will be a key requirement for schemes being delivered through the new Plan to achieve. Schemes will be scrutinised on how they will deliver inclusivity as they are developed, including the production of Equality Impact Assessments and subsequent monitoring.

#### **7. Equity and Diversity Implications**

- 7.1 The new Plan emphasises that we must deliver the economic and social benefits of acting on the climate and environment emergency in an equitable and inclusive way. The Combined Authority will ensure that Equality Impact Assessments (EQIA) are carried out on all schemes that are developed out of the actions contained in the Plan.
- 7.2 An EQIA has been carried out for the new Plan. All protected characteristics are affected by climate change. It also recognises that there are direct and indirect factors that

increase vulnerability to the effects of climate change which are not themselves protected characteristics, such as low income, being in ill health, and being in locations exposed to the effect of climate change such as flooding.

- 7.3 The co-benefits of meeting the net zero target will be set out in the new Plan. There are expected to be significant benefits for the population of West Yorkshire, including in respect of public health, air quality, investment in green jobs, reducing fuel poverty, and nature recovery, amongst others.

## 8. Financial Implications

- 8.1 There are no financial implications directly arising from this report, however the evidence base underpinning the new Plan suggests the public sector contribution up to 2038 to get to net zero is in the region of £6 billion. The cost of actions and interventions will be further considered through the next phase of the Plan implementation.

## 9. Legal Implications

- 9.1 There are no legal implications directly arising from this report. Where there are legal implications stemming from the different activities included in the new Plan these will be dealt with on a case-by-case basis

## 10. External Consultees

- 10.1 None for this report. Please see above for stakeholder engagement activities.

## 11. Background Documents

- 11.1 [Carbon Emissions Reduction Pathways – West Yorkshire Update](#) (as referenced in paragraph 3.2).

## 12. Appendices

- [Appendix 1 – West Yorkshire Climate and Environment Plan](#)
- [Appendix 1a – Key changes to the draft Plan following Stakeholder Workshops](#)
- [Appendix 1b – Appendix 1 to the Plan \(The Pathway to 2038\)](#)
- [Appendix 1c – Appendix 2 to the Plan \(Mayor’s Big Climate Chat\)](#)
- [Appendix 1d – Appendix 3 to the Plan \(Rationale behind our Objectives\)](#)
- [Appendix 1e – Appendix 4 to the Plan \(Understanding our Impact\)](#)
- [Appendix 2 – Climate and Environment Plan - Stakeholder engagement outcome report](#)
- [Appendix 2a – Climate and Environment Plan – Stakeholder engagement outcome report appendices](#)