

REPORT TO: WEST OF ENGLAND COMBINED AUTHORITY COMMITTEE

DATE: 29 JANUARY 2021

REPORT: TRANSPORT DECARBONISATION STUDY

DIRECTOR: DAVID CARTER – DIRECTOR OF INFRASTRUCTURE

AUTHOR: JAMES WHITE – PRINCIPAL TRANSPORT OFFICER

1. Purpose of Report

1.1 To seek approval to undertake a study to develop the evidence base for producing a transport decarbonisation Issues and Options paper.

1.2 To make recommendations for the necessary delegations to support this work.

2. Impact of Covid-19 Pandemic

2.1 The Combined Authority has actively reviewed its key activities and work programme to reflect changing priorities as a result of the Covid-19 pandemic. Specific issues relating to the Covid-19 situation that impact on or are addressed through this report are as follows:

- Transport infrastructure and services play a key role in regenerating economies through job creation during construction and permanently, post scheme opening. Better transport connectivity connects communities with educational and employment opportunities.
- Investments in sustainable transport will significantly reduce carbon dioxide emissions from transport, and its contribution to air pollution, while providing access to efficient and sustainable transport for all.

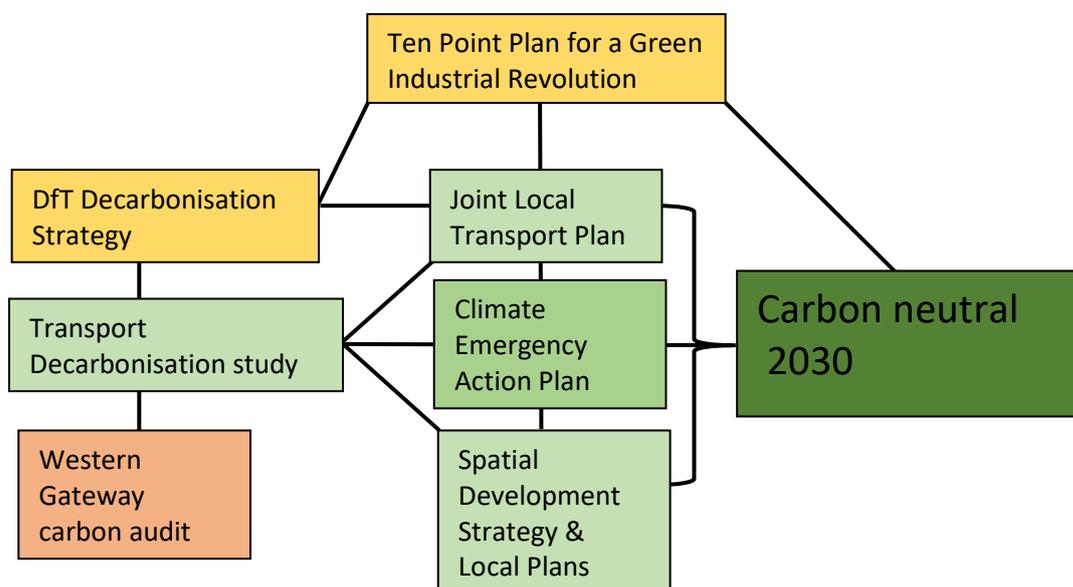
3 Recommendations

Recommendation 1: It is recommended that WECA Committee approve the proposal to undertake a transport decarbonisation study.

Recommendation 2: It is recommended that the WECA Committee delegate authority to the WECA Director of Infrastructure in conjunction with UA Infrastructure Directors to agree the final scope and commissioning of the transport decarbonisation study.

4 Background

- 4.1 The WECA Climate Emergency Action Plan (CEAP) sets a target to be carbon neutral by 2030. For transport the CEAP sets out aims to reduce the number of car trips, increase the uptake of low carbon vehicles, increase active travel and the uptake of public transport. These are drawn from the Joint Local Transport Plan 4 (JLTP4) adopted in March 2020. The JLTP4 acknowledges that its measures to decarbonise and promote and transform cleaner and greener and sustainable forms of transport – cycling, walking and public transport is unlikely to be enough to be transport carbon neutral by 2030, but it is a good starting point.
- 4.2 There is, however, a major evidence gap as to what measures are required and when to be carbon neutral by 2030. To resolve this, it is proposed to undertake a decarbonisation study as set out in section 5 to cover the JLTP4 area.
- 4.3 The study links to widely to other initiatives as the diagram below shows. Key will be the Department for Transport's new Decarbonisation Strategy, now due spring 2021, which will influence the final scope of the study. Nationally there is also the Government's recently announced (November 2020) Ten Point Action Plan for a Green Industrial Revolution. Point 4: Accelerating the shift to Zero Emission Vehicles and Point 5: Green Public Transport, Cycling and Walking are particularly relevant here. As an evidence base the study will form the first phase for producing the next Joint Local Transport Plan. As mentioned above it will be a key component of the CEAP and will be supported by the carbon audit work being conducted by the Western Gateway Sub-National Transport Body.



5 Transport decarbonisation study

- 5.1 The proposed study is intended to provide a strong steer for producing a transport decarbonisation Issues and Options paper. It will assist in setting out a route map and clarifying the strategic interventions necessary to progress towards the authorities', the CEAP and Joint Local Transport Plan 4 carbon neutral by 2030 target. This is now only nine years away and given the often long lead in times for transport schemes we need to start planning the interventions required. The study will build on the actions already identified in the CEAP and seek to further the understanding of the potential impact that these will have, providing an in depth evidence base. The study will support work currently

being undertaken on monitoring and understanding the impact of the CEAP through high level trajectories which are due to be reported to the Joint Committee in June 2021.

- 5.2 The study will be used to feed into the Western Gateway Transport Strategy with its strategic transport corridor partnerships and complement the carbon audit work. The latter will provide the data on current transport emissions for key corridors and hot spots in the WECA area and is expected to be completed in advance of the main WECA study work. There will be benefits from economies of scale and avoiding unnecessary duplication in working alongside the Western Gateway work.
- 5.3 It is envisaged that the study will generate a set of options, each with a proportionate contribution towards the overall 2030 commitment, so that packages of options and their combined impacts can be considered. This will provide the evidence base for decision making on which strategic interventions to produce business cases for funding and take forward to design, consultation and delivery. A list of potential strategic interventions can be found in Appendix One. As well as interventions in the gift of transport and highway authorities the role of the market and transport industry in leading change, emerging technological innovations and proposals from the Spatial Development Strategy and Local Plans and other new infrastructure projects that come forward will need to be considered. The study will take a flexible approach and be capable of updating to ensure it remains relevant and reflects changes at a local, regional and national level.
- 5.4 Some interventions will be out of scope due to long timescales for delivery whilst for others responsibility and the drivers for change may lie with national government or other organisations. Engagement with industry, investment and commercial providers will be a key part of this. The study will set out a path for where WECA and the local authorities can act and the choices that can be made alongside those that lie with others. In considering some options the current range of legal powers and responsibilities available to WECA and the local authorities will need to be reviewed and clarified.
- 5.5 The work will be reported in an Issues and Options paper to the Transport Board and the Joint Committee in autumn 2021. Ultimately it will provide the general direction and evidence base for decision making on which schemes are necessary and when and where they need to be delivered and by whom to be carbon neutral by 2030.
- 5.6 Funding for the study will be through the existing Spatial Development Strategy development budget via a change request. The programme for producing the study is set out in the table below.

Milestone	Date
WECA Committee approval to undertake the study	29 Jan 2021
Transport Board workshop	Feb 2021
Commission consultants	15 Feb 2021
Transport Board workshop	April 2021
Western Gateway Carbon audit report published	16 June 2021
Transport Board workshop	July 2021
Option Development Report produced	31 July 2021
Issues and Options report to the Transport Board and WECA Committee	Autumn 2021

6 Electric vehicle charging

6.1 Recognising 2030 is only nine years away the study will include the opportunities for delivering sooner on proposals for a West of England area electric vehicle charging network. This is an existing commitment, major scheme E14, in the JLTP4 and part of the Climate Emergency Action Plan. The Go Ultra Low West project is the starting point for this along with Revive (the BCC Energy operated sub-regional charge point network). Relevant studies (including by a WECA UA) have shown that while the private market will meet part of the infrastructure requirements, there is likely to be a significant role for the public bodies in ensuring a sufficient network coverage to create confidence, ensure viability, and increase EV uptake. This will include investing in those sites that might not be the most financially attractive at the moment (potentially with funding support) but that will play an important role in the network and have the potential to provide better financial returns in the future. As a linked piece of work the study will set out a funding and development model for delivering the region wide charging network. £30,000 of the £90,000 budget for the Transport Decarbonisation Study will be allocated for this work.

7 What's happening elsewhere

7.1 An indication on what is happening on decarbonising transport across the country is provided below. This is a snapshot and drawn from recent Urban Transport Group meetings and does not cover the full range of activities each area is undertaking.

- West Midlands –Recognition that ULEVs will not produce enough carbon reductions to hit their 2030 target. 60% drop in car miles required.
- Transport for London – net zero by 2050. All electric bus fleet by 2037 or accelerate to 2030. London accounts for 1/3 of the national bus fleet so major purchasing power and ability to lead the way. TfL research shows the UK government is responsible for delivering the over half of London's carbon emissions.
- Transport for Wales – electrifying the Core Valley Lines, national electric vehicle charging network.
- Cardiff – 76% of travel by sustainable modes target for 2030. Electrifying local bus fleet, council fleet and private hire/taxis. Drawing up a healthy travel charter.
- Liverpool – focus on 'carbon literacy' to raise awareness. Merseyrail battery and hydrogen powered trains to be introduced. Green bus corridor pilot.
- Sheffield – considering road pricing and work place parking levies. Significant modal shift required for 2030 target with car use down to 34%.

- Greater Manchester – drawing up a five year environment plan with electric vehicle and freight strategies. Modelling work indicates a 40% reduction in distances travelled required and up to a 70% reduction in vehicular traffic required by 2030.
- West Yorkshire – 2038 target. Policies and action include demand management, active travel, EV strategy and freight first and last mile. Modelling work suggests car use will need to fall by between 21% and 38% with bus use up 39% and rail up 53%.
- Nottingham – 2028 carbon neutral target. Whole council vehicle fleet to be electrified. Taxi fleet to all ULEV by 2025.
- Newcastle – 2030 carbon neutral target will need 40% of car commuters to switch to electric buses, 41% of cars to be electric and 26% of the lorry fleet to be hydrogen powered.

8 Risk Management/Assessment

8.1 A risk register will be set up for the transport decarbonisation strategy and escalated to a corporate level and reported to the WECA Committee as necessary.

9 Public Sector Equality Duties

9.1 The public sector equality duty created under the Equality Act 2010 means that public authorities must have due regard to the need to:

- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic and those who do not.

9.2 The Act explains that having due regard for advancing equality involves:

- Removing or minimising disadvantages suffered by people due to their protected characteristics.
- The Act explains that having due regard for advancing equality involves:
- Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

9.3 The general equality duty therefore requires organisations to consider how they could positively contribute to the advancement of equality and good relations. It requires equality considerations to be reflected in the design of policies and the delivery of services, including policies, and for these issues to be kept under review.

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10 Finance Implications, including economic impact assessment where appropriate:

10.1 Funding for £90,000 is sought for 2021/22 through the Spatial Development Strategy development budget subject to an approved change. The Western Gateway will be providing £20,000 for its carbon audit work which links directly to the transport decarbonisation study.

Advice given by: Malcom Coe, WECA Director of Investment and Corporate Services

11 Legal Implications

- 12 The legislation and guidance being issued as a result of Covid-19 and climate emergency will need to be kept under review as actions are implemented in due course. This will ensure that WECA is complying with its statutory obligations

Advice given by: Shahzia Daya, Monitoring Officer, WECA

13 Climate Change Implications

- 13.1 On 19 July 2019, the West of England Combined Authority declared a climate emergency, recognising the huge significance of climate change and its impact on the health, safety and wellbeing of the region's residents. The Combined Authority is committed to taking climate change considerations fully into account as an integral part of its governance and decision-making process.

- 13.2 Each report/proposal submitted for Combined Authority / Joint Committee approval is assessed in terms of will the proposal impact positively or negatively on:

- The emission of climate changing gases?
- The region's resilience to the effects of climate change?
- Consumption of non-renewable resources?
- Pollution to land, water or air?

- 13.3 Projects will also be subject to more detailed environmental assessment/consideration as necessary as part of their detailed project-specific management arrangements

- 13.4 Taking the above specifically into account, please comment on any climate change implications arising as a result of this report, and include details of any mitigation:

- Maximizing the opportunities to enhance services in a joint up way that enable integration of transport services, and in particular, a shift to more sustainable forms of transport.
- Maximising the opportunities to minimise the carbon footprint of any construction project, through deliver to the whole life of the infrastructure.

14 Land/property Implications

- 14.1 There are no implications arising from this report.

15 Background papers:

- 15.1 None.

West of England Combined Authority Contact:

Any person seeking background information relating to this item should seek the assistance of the contact officer for the meeting who is Ian Hird on 07436 600313; or by email: democratic.services@westofengland-ca.gov.uk

Appendix

Appendix One - Potential strategic interventions for the transport decarbonisation study

Appendix One

Potential strategic interventions for the transport decarbonisation study

- Electric, hybrid vehicle fleet changes including freight, e-cargo bikes, e-scooters and bikes, growth in electric charging hubs;
- Role of the market and transport industry in leading change including vehicle providers;
- Emerging technological innovations;
- Changing legislation and roles and accelerated timescales arising from the 10 Point Plan for a Green Industrial Revolution and the DfT's Decarbonisation Strategy
- Emerging proposals from the Spatial Development Strategy and Local Plans and other new infrastructure projects;
- Road pricing cordons, varying sizes, clean air zones – Chancellor of the Exchequer has recently raised the possibility of congestion charging;
- Reducing the distance travelled for all trips – Greater Manchester has a target of reducing distances to 40% of existing levels;
- Workplace parking levy, varying locations – noting this will be challenging to implement;
- Tighter parking standards;
- Road space reallocation to public transport, cycling and walking;
- Reviewing the current JLTP4 programme of major schemes for their impact on carbon emissions;
- Restrictions on through traffic routes and traffic diversion – potentially restricting through car access to city centres to a handful of managed routes (with others being for sustainable modes and local access only) combined with traffic signal changes;
- Substantial investment in cycling and walking networks, Future Transport Zones;
- Strategic reductions in public transport fares and improvements in capacity;
- Liveable neighbourhoods;
- Carbon literacy – heart and minds to help understanding and acceptance of change
- National changes to policy (e.g. fuel tax escalator, no new diesel/petrol cars from 2030);
- Impacts of new highways, or removal of certain strategic highway schemes (such as extension of smart motorways);
- Changes to road freight and shift towards rail freight with express hubs and new intermodal terminals, freight consolidation;
- Carbon off-setting options.

The list of interventions to be included will need to take into account that responsibility for some of them and the drivers for change may lie with national government or other organisations. The study will set out a path for where WECA and the local authorities can act and the choices that can be made alongside those that lie with others.