

Manchester City Council and Climate Change



A Guide for Beginners

Version 1.0 February 2020

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Purpose of document

Local government is barely talked about in the media, never explained to you in school. The blizzard of committees, groups, panels, officers, members can be bewildering. This document, written by...

Actually. Stop reading this right now. Go and check that you know who your councillors are. If you live in Manchester City Council's boundaries, you have three of them. You can find out who they are [here](#). This document will make a lot more sense once you know who they are. Go on, we will still be here when you get back...

Done? Great. Now, where were we?

This document, written by 'non-experts', is an attempt to provide some basic facts for citizens and groups in Manchester who would like to engage as actively and persistently as they can with the democratic structure of the City Council and its climate change framework in order to understand and challenge the Council's progress against its climate emergency declaration to and its target to become net zero carbon by 2038.

This is the first version of this document and it is intended to be updated every few months, for as long as it proves to be a useful resource.

Authorship of document

Cazz Ward, Marc Hudson, Chloe Jeffries, Adam Peirce and some others who would prefer to remain anonymous. Attribution - some material has been lifted from Manchester Climate Monthly.

Disclaimers

All facts are provided in good faith from both published information and Freedom of Information requests (FOIAs) to the City Council. However, Climate Emergency Manchester can accept no liability for any information that is not factually correct – we have researched and questioned to the best of our ability. If we have left out an important organisation/underplayed the importance of something/overplayed the importance of something else - we are on a learning curve. Let us know if you think we got something wrong.

Thanks

To proofreaders, to fact-checkers and to people who will get involved after reading this report.

Manchester City Council

How the Council operates

The Council is composed of 96 elected councillors or members. Labour has had control (sometimes totally unchallenged) since 1972. The decision-making body of the Council is called the Executive. This is made up of 10 elected executive members who form the 'Cabinet' and are led by the council leader (leader of the largest political group on the Council). These members are responsible for the day to day decision making. Decisions have to be made in line with the Council's overall budget and policies. From 1986, the leader was Graham Stringer (now a climate-denying MP for Blackeley). Since 1996, Sir Richard Leese has been leader of the council.

The day-to-day running and implementation of decisions of the Council is carried out paid officers within the Council managed by the senior management team (SMT). Staff belong to departments called directorates.

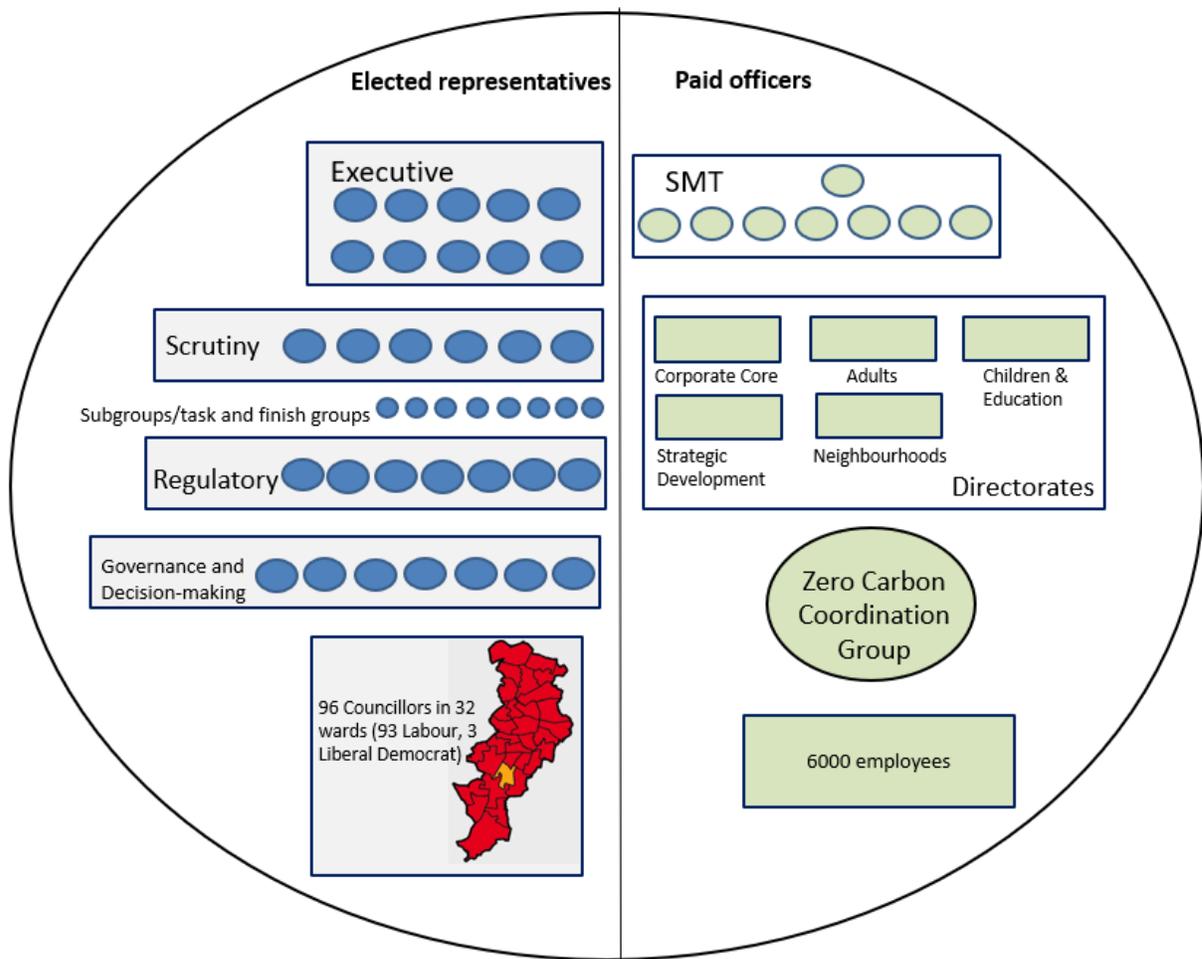


Figure 1: Simple representation of Council structure

Executive

The Executive meets around 10 times a year. All 10 Executive members are Labour councillors. The Leader and two Deputy Leader places are 'permanent' (or until you die, lose the confidence of your colleagues, get deselected as a councillor or become embroiled in a scandal). The Leader is appointed by the full Council and the Leader then, in turn, appoints both their deputies and the other 7 executive posts.

The Executive has responsibility for a number of portfolios that are distributed amongst its members. These include Children Services, Finance & Human Resources, Adult Services, Schools, Culture & Leisure, Neighbourhoods, Housing & Regeneration and Environment, Planning & Transport. The Leader of the Council chairs the meetings of the Executive. There is also a Consultative Panel that has a standing invitation to attend these meetings. All but one members of the Consultative Panel are Labour. The sole opposition voice is Cllr John Leech, (Liberal Democrat, Didsbury West). Of note is Councillor Angeliki Stogia who is Executive Member for Environment, Planning and Transport and has climate change within her portfolio.

The 7 non-permanent posts are can be held for up to four years (Executive Members tend to get annually re-elected, unchallenged, by their Labour colleagues). However, after four years in one portfolio, they come off the Executive for at least one year and, if they want to go back on, it cannot be in the same portfolio.

Once a report makes it as far as the Executive, approval tends to be a rubber-stamping exercise as no Executive Member likes to interfere with another Executive's portfolio, and certainly not in public. This would be considered an extreme act of disloyalty/breach of Labour Party unity.

Members of the public can attend Executive meetings but can only speak if invited to beforehand by the Chair.

Committees

Whilst the Council's Executive has full authority for decision making, they are still open to review by a number of scrutiny procedures and committees. These include the scrutiny and regulatory committees. Members of the public are allowed to attend committees but can only speak if them if this has been agreed beforehand.

Scrutiny Committees

The role of a Scrutiny Committee is to help develop policies and scrutinise the Council's work and decision making. They do not have decision making powers themselves. There are 6 Scrutiny Committees.

Name of committee and its remit	Chair details and officer details	Dates of next meetings
Resources and Governance	Cllr Sarah Russell (Northenden)	Monday 24 February 10am Tuesday 3 March 10am
Health	Cllr John Farrell (Higher Blackley)	Tuesday 3 March 2pm
Children and Young People	Cllr Bernard Stone (Levenshulme)	Wednesday 3 March 1pm
Neighbourhoods and Environment	Cllr Lee Ann Igbon (Hulme)	Wednesday 4 March 2pm (there will be a pre-meeting for citizens, organised by Climate Emergency Manchester, from 1pm, at Patagonia, 51 King St).
Economy	Cllr Hannah Priest (Charlestown)	Thursday 5 March, 10am
Communities and Equalities	Cllr John Hacking (Chorlton)	Thursday 5 March 2pm

You can find out more about scrutiny committees [here](#).

Of note is the [Neighbourhoods and Environment Scrutiny Committee](#) which deals with many of the Council's services that are most visible to residents - housing, highways, the street environment, waste and recycling. This committee also monitors the Council's planning and environmental policies, including carbon reduction plans and climate change strategy.

The public can attend scrutiny committees and the meetings are webcast and uploaded to the Council's [website](#), along with any relevant papers or reports.

Subgroups and Task & Finish groups

In addition, there are also usually a handful of scrutiny subgroups which are set up to undertake more detailed reviews of specific areas. These are made up of a smaller number of councillors, usually from a single, or possibly two (or even more) scrutiny committees.

At this time of writing (February 2020), there are 7 such subgroups:

- [Overview and Scrutiny Behaviour Change and Waste Task and Finish Group](#)
- [Overview and Scrutiny Climate Change Subgroup](#)
- [Overview and Scrutiny District Centres Subgroup](#)
- [Overview and Scrutiny Ethical Procurement and Contract Management Sub Group](#)

- [Overview and Scrutiny Human Resources Sub Group](#)
- [Overview and Scrutiny Ofsted Subgroup](#)
- [Overview and Scrutiny Review of Advice Services in Manchester Task and Finish Group](#)

The Climate Change Subgroup, chaired by Councilor Annette Wright (Labour, Hulme) was formed, with some internal Council opposition, after the Climate Emergency Declaration of July 2019.

Subgroups can only make recommendations to Scrutiny Committees. They also usually have a limited life span. Their deliberations are NOT live-streamed, nor archived on the City Council's website. However, the subgroups are filmed and Climate Emergency Manchester has been able to acquire and post footage of the Climate Change subgroup via Freedom of Information Act requests.

Regulatory Committees

Some types of decisions cannot be made by the Executive. For those, the Council has in place a number of Regulatory and Governance Committees. They are empowered by the Executive to make specific types of decisions such as planning and licencing permissions.

There are 7 of these: Employee Appeals Committee, Licensing and Appeals Committee, Licensing and Appeals Sub Committee Hearing Panel, Licensing Committee, Licensing Policy Committee, Licensing Sub Committee Hearing Panel and Planning and Highways Committee

For climate change purposes. the one that really matters is the [Planning and Highways Committee](#).

“The Council has delegated to the Planning and Highways Committee determines planning applications (however, in exceptional circumstances the Committee may decide not to exercise its delegation in relation to a specific application but to make recommendations to the full Council).”

Members of the public are able to attend and speak at these meetings if they have objected to a planning application.

Governance and Decision Making Committees

There are 7 of these: Art Galleries Committee, Audit Committee, Constitutional and Nomination Committee, Health and Wellbeing Board, Personnel Committee, Schools Forum, Standards Committee. The next edition of this guide may have a bit more about (some of) them.

Full Council

This meeting involves all 96 councillors, meeting around 6 or more times a year. Councillors are very much expected to attend. The purpose of Full Council is:

- Agreeing strategies and plans
- Setting budgets (that happens at 'Budget Council', in early March).
- Taking decisions on executive functions outside approved policy or budget framework
- Adopting and / or changing the constitution

In theory, it is also an opportunity for policy to be challenged although this is rarely the case, except by the opposition councillors.

Public can attend but they are not allowed to ask questions.

Political arrangements

Manchester City Council has 96 councillors. There are 32 wards with 3 councillors per ward. Councillors are elected for a four year term on a 'first-past -the-post' basis. Elections happen in 3 years out of 4 (there are Council elections this year on Thursday May 7th, but in 2021 there will be no elections).

By-elections happen when a councillor dies or resigns. There is one coming up on 27th February in the Clayton and Openshaw ward, because a much-loved councillor, Andy Harland, died on Christmas Eve. Unusually in Manchester, an independent is in with a good shot of winning the seat.

From Council's website - *"Councillors are not paid a salary for their work, but they do receive [allowances](#). By law, all members of the Council are required to complete a declaration of interest form, the details of which are published."*

All councillors are paid a basic allowance of £17K a year and in our experience, many councillors work very hard for the money. The 10 members of the Executive, and the chairs of the various committees get a top up which brings them to at least £34K (with Richard Leese on an extra £42K, taking him up to £60k) Further salary details can be found [here](#).

Labour

Of the 96 councillors, 93 are Labour (this may or may not change after May 2020. In some wards though, they metaphorically weigh the votes, rather than bother to count them). There are 32 ward parties, each of which selects, reselects or occasionally de-selects its candidate for elections (and by-elections). The ward parties are clumped - five or six at a time - into constituency parties, which (mostly) match the boundaries for Westminster elections. Within the boundaries of Manchester City Council there are five Constituency Labour Parties (CLPs). These have a bigger role, as an upwards funnel for ideas around the manifesto and the direction of the party locally. There is, on top of this, the City Labour Party. This is made up of either delegates or 'anyone-who-is-in-Labour-who-turns-up'.

There is also “Labour Group” which is made up of all the elected Labour councillors. It meets the night before Full Council and the meetings, which are obviously not open to the public, often involve what is euphemistically called “a free and frank exchange of views” among the various councillors.

The longest serving councillors include Richard Leese (a councillor since 1984, leader since 1996) and Pat Karney, a councillor since 1979.

Liberal Democrats

Between 2004 and 2010, the Liberal Democrats grew in number on the Council, more or less (they benefited from a South Manchester protest vote against the Invasion of Iraq in 2003). In 2010, the Liberal Democrats, at a national level, went into coalition with the Conservative Party and voters in Manchester made their opinions clear. By 2014, they were all swept away. For several years, Manchester City Council was entirely without any political opposition.

In May 2016, John Leech, who had been an MP between 2005 and 2015 for Withington, won back a council seat (Didsbury West). As of February 2020, the Liberal Democrats have all three seats in that ward. One of these councillors, Councillor Richard Kilpatrick sits on both the Neighbourhoods and Environment Scrutiny Committee and the Climate Change Sub Group.

Other political parties

The Greens had a council seat (Hulme) between 2003 and 2008 but currently have no representation.

The Conservatives had a councillor briefly about ten years ago (he had been elected as a Liberal Democrat but switched).

Officer arrangements

The day-to-day running and implementation of decisions of the Council is carried out by paid officers within the council managed by the senior management team. There are currently around 6000 employees of the Council.

Senior Management Team

The Senior Management Team is led by the chief executive of the council (Joanne Roney) and 7 directors:

Name	Position	Comments
Joanne Roney	CEO	

Carol Culley	Deputy CEO/Treasurer	Also chairs the Zero Carbon Coordination Group
Fiona Ledden	City Solicitor	
Bernie Enright	Executive Director (Commissioning and DAAS)	
Paul Marshall	Strategic Director (Childrens and Education Services)	
Eddie Smith	Strategic Director (Economic Development)	Stepping down in a couple of months
David Regan	Director of Population Health and Wellbeing	
Fiona Worrell	Strategic Director (Neighbourhoods)	Climate change falls under this directorate

The Council is organised into 5 departments called directorates.

An [organisational chart](#) shows further information.

Council obligations and strategy

Statutory obligations

The City Council has statutory obligations which it legally has to carry out and non-statutory things which people expect of them. Statutory obligations include:

- Protecting children and vulnerable adults
- Building and development control
- Council Tax and housing benefits.
- Elections.
- Homelessness
- Crime and disorder.
- Waste collection and recycling.
- Food safety and water sampling
- Health, safety and licencing

However, dealing with climate change does not fall under this statutory remit.

To meet these obligations, councils create a Local Plan. These are usually created every 10-20 years. A new local plan is currently being created to replace the current one from 2003. As part of a consultative process, the Council has published a [Local Plan Issues document](#) and invited

citizens to comment and have their say up to 3rd April 2020. There are a number of contradictions in these papers in relation to climate change such as suggesting to ‘capitalise on the increased capacity’ of the airport at the same time as ensuring ‘our communities are protected from a changing climate’ as well as ‘be a zero carbon city by 2038 at the latest’.

Our Manchester

Since 2017, with the coming of the [“Our Manchester” strategy](#), individual Executive members have to report every six months to a Scrutiny Committee to explain how their work aligns with the “Our Manchester” Strategy which sets out the long-term vision for Manchester’s future and describes how this will be achieved. The new Local Plan will replace the Our Manchester strategy.

Budget

There will be a more detailed report by Climate Emergency Manchester once we have greater clarity on the budget and the processes by which a budget is made. Briefly:

- Most of the City Council’s budget comes from central government funding, known as the ‘Local Government Finance Settlement’. Other income comes from council tax, fees and charges and business rates. The business rate retention scheme was introduced in April 2013 under which local authorities keep up to half of the local business rates revenue as well as growth on the revenue that is generated in their area. By 2020, this will be extended so that councils will keep all the money raised in business rates in their area.
- The Council does have a strategic reserve but is legally obliged to keep a certain amount in reserve.
- In addition, the Council owns 35.5% of Manchester Airports Group (which owns Manchester, Stansted and East Midlands airport). The Group is currently enormously profitable and Manchester City Council gets £60m a year as a dividend.
- The Executive Member for Finance said, in response to a question by a member of Climate Emergency Manchester at Resources and Governance Scrutiny Committee in February 2020, that discussions about funding for the Climate Emergency Declaration had begun internally in July last year. However, in January 2020 he was asked by councillors in Neighbourhoods and Environment Scrutiny Committee about whether it would be possible to use strategic reserves, and was only able to say “I’ll get back to you,” leading impartial observers to believe that the post-July conversations were probably not very detailed or strategic.

The budget for 2020-2021 is currently being set. If you want to know more about this, there are two dates for your diary:

- Monday 24 February 10am [Resources and Governance Scrutiny Committee meeting](#)
- Friday 6 March 10am [Budget Council](#)

Other relevant bodies and agencies in GM

Greater Manchester Combined Authority

The Greater Manchester Combined Authority (GMCA) is the devolved combined authority of the 10 local authorities in Greater Manchester. It is made up of 11 members (indirectly elected councillors) derived from the councillors of Greater Manchester's constituent authorities, together with the Mayor of Greater Manchester.

It is a strategic authority with powers over public transport, skills, housing, regeneration, waste management, carbon neutrality and planning permission. Functional executive bodies, such as Transport for Greater Manchester, are responsible for delivery of services in these areas.

The Mayor of Greater Manchester has far less power than the Mayor of London. He does not have any of the regulatory levers that give him the power to act. He has to largely lead by consent.

Other Greater Manchester local authorities

All 10 local authorities are listed below, including details on when or if they have declared a climate emergency and their per capita CO2 emissions.



Name	Population	Per year per capita emissions (Tonnes CO2) (2017)	Climate Emergency? When?
Bolton	262,400	4.4	29 August 2019
Bury	189,628	4.5	10 July 2019

Manchester	547,627	3.8	10 July 2019
Oldham	235,623	3.5	11 September 2019
Rochdale	220,001	4.5	17 July 2019
Salford	254,408	5.0	17 July 2019
Stockport	291,775	4.1	28 March 2019
Tameside	225,197	3.8	Not declared
Trafford	233,288	6.6	29 November 2018
Wigan	326,088	4.1	18 July 2019

Greater Manchester Combined Authority (GMCA) also declared a climate emergency on 26th July 2019.

Top polluters

Here are some details of the top polluters in the boroughs from 2017:

Borough	Operator	kTCO2
Bolton	Greater Manchester Waste Ltd	42.08
Bolton	SRCL Ltd	10.13
Bolton	United Utilities Water Plc	18.00
Bury	Viridor Waste Management Ltd	39.50
Manchester	Scottish & Newcastle UK Ltd	31.86
Salford	Whitehead Restoration Ltd	13.60
Stockport	NXP Semiconductors UK Ltd	17.12
Stockport	United Biscuits UK Ltd	20.23
Trafford	Basell Polyolefins UK Ltd	19.63
Trafford	Carrington Power Ltd	1,706.61
Trafford	Cerestar UK Ltd	160.50
Trafford	Kellogg Co of Great Britain Ltd	32.56
Trafford	SAICA Paper UK Ltd	171.27
Trafford	SCA Hygiene Products Tawd Paper Mill Ltd	32.30
Trafford	United Utilities Water Plc	67.00
Wigan	Electric Glass Fiber UK Ltd	32.61
Wigan	HJ Heinz Co Ltd	37.58

Please see [National Statistics UK local authority and regional carbon dioxide emissions national statistics: 2005 to 2017](#) for more information.

We will also be producing a further report in the near future with more information on other councils in Greater Manchester and their progress on climate change.

Transport for Greater Manchester

Transport for Greater Manchester (TfGM) is responsible for the Metrolink tram system (not buses).

In terms of transport, pollution is measured in grams of carbon dioxide produced for every passenger kilometre travelled. As this is much lower for trains and trams (44g and 54g) than buses and cars (99g and 123g), trams are important in reducing carbon emissions.

TfGM are aiming to be zero carbon by 2040 but awareness is growing (at least in private) that its plans are not going to be sufficient.

Greater Manchester Pension Fund

Greater Manchester Pension Fund (GMPF) currently invest around £1.8 billion in polluting fossil fuel companies such as Shell and BP (around 7.5% of their holdings) and have been hugely resistant to divestment. It claims carbon neutrality by 2050.

You can read more about the campaign by Fossil Free GM to persuade GMPF to divest in their [briefing for GM councillors](#) on GMPF response to calls to divest from fossil fuels.

GMCA Waste and Resources (formally Greater Manchester Waste Disposal Agency)

Greater Manchester Waste Disposal Agency (GMWDA) and now known as Waste and Resources is the biggest waste disposal authority in England. Whilst it still has some responsibilities, it had previously subcontracted most of its services to Viridor (one of the top GM polluters). However, the contract has recently been retendered and handed to Suez in mid-2019.

Manchester Airport

Manchester Airport (known as 'Ringway') opened in 1938. It was funded by Manchester City Council and has remained in public ownership ever since. It is now part of the Manchester Airport Group (MAG) which also owns Stansted and East Midlands airports. It also has a substantial property business, with over £640 million of investment property assets across its airports. It has a 50% investment in the £1 billion Airport City development at Manchester Airport and is a major employer in South Manchester. There was a prolonged legal and ultimately physical battle over the construction of a second runway battle between 1991-1999.

Ever conscious of its environmental image, the Airport has been talking about its green “credentials” around climate change since 2008.

In 2013, in order to raise the finance to buy Stansted, the 10 local authorities, including Manchester, sold 35.5% to an Australian investment outfit, IFM.

Manchester City Council now owns 35.5% of MAG and the other 9 local authorities collectively own the remaining 29%. As stated previously, MAG generates £60m revenue for the City Council every year.

Who owns its emissions?

There are three sources of emissions from Manchester airport:

- Airport building services and operations emissions (these are included in the City Council carbon budget)
- Others such as staff and passenger journeys to and from the airport (largely included in GMCA targets)
- Emissions from planes taking off, taxiing, landing and cruising (not included currently)

You can find out some more information from the [draft report on Manchester aviation findings](#) produced by the Tyndall Centre for Climate Research.

Sustainability and Climate Policy

History or “These things can’t be done overnight”

Pre 2009 - a forgotten history

Manchester City Council had to start taking “sustainability” (as opposed to local air quality/water quality issues) seriously when it hosted a now-forgotten sequel to the Rio Earth Summit - the “Global Forum 1994”. This meant that Manchester would be under the spotlight. Existing policies were rebranded and an overarching theme of Cities and Sustainable Development was set for the forum. It was not much of a success and neither Greenpeace nor Friends of the Earth attended.

Alongside this, the Rio Earth Summit had stipulated that local authorities everywhere should work with citizens to produce sustainability plans by 1996, known as “Local Agenda 21”, committing them to act as a catalyst and convener for practical action to improve the global environment. The agenda met with little success and the process was axed.

2008-2018 - early promise dashed

In 2008, the outgoing Executive Member for the Environment (Neil Swannick) managed to secure £1m for a Climate Fund, establish a Green City Team and commit the Council to launching a climate strategy, after consultation with the public and business. However, the fund went unspent, the Green City Team got abolished in the mid 2010s, and the strategy never happened. Instead a desk study was commissioned from a London-based consultancy.

Their final report was published in January 2009 called "[Manchester Climate Change Call to Action](#)". It was so uninspiring that a group of activists created an alternative "Call to Real Action" document in April 2009.

These two reports came together in late 2009, with additional work, into an uneasy synthesis known into a Manchester Climate Change Action Plan covering 2010-2020, also known as [Manchester - A Certain Future](#). It was approved in November 2009 by the City Council, with two headline goals - a 41% reduction in the City's emissions by 2020 and the creation of a 'low carbon culture.' A stakeholder steering group was created (also known as [Manchester A Certain Future \(MACF\)](#)) with annual elections to it promised. The stakeholder steering group was supposed to hold annual day-long 'stakeholder conferences' to galvanise climate action, increase the number of people involved and support collaboration.

The elections were never held. One day-long conference was held (2010). Two half-day ones (2012 and 2013) and then unilaterally abandoned.

Meanwhile, the City Council abolished the Environmental Advisory Panel (2009-2012), abolished its Environmental Strategy Programme Board (a group of officers who were supposed to drive down the City Council's emissions) and abolished the post of Director for Environmental Strategy. Promises like reporting on its own carbon footprint with a consumption-based metrics were simply not kept. Recommendations from the Economy Scrutiny Committee that all councillors should undertake carbon literacy training, were approved and then ignored.

The unelected stakeholder steering group, which would not allow members of the public to observe its meetings and had to be constantly reminded to publish minutes (even though it had money from the Council to do this) was abolished in 2015 and replaced with a 'Manchester Climate Change Agency' - see below.

In 2015, [after lengthy delays](#), an additional '[green and blue infrastructure' strategy and action plan](#) was produced to cover outdoor spaces. Although an Executive Member at the time claimed hundreds of citizens had been consulted, the actual number was [fewer than fifty](#).

In 2016, the Council committed to the city being zero carbon by 2050 but provided no roadmap and no indication of where the money for this would come from.

2019 Zero Carbon by WHEN? And what IS “zero carbon”

In November 2018 the date for zero carbon for direct emissions was brought forward to 2038.

Based on the [Playing Our Full Part](#) proposal developed by the Manchester Climate Change Board and Agency and submitted to the City Council in October 2018, citywide targets for direct CO2 emissions were adopted by Manchester City Council on behalf of the City as follows:

- Emit only 15 million tonnes CO2 during 2018-2100 – the available ‘carbon budget’
- Reduce emissions by at least 13% year-on-year
- Become a zero carbon city by 2038, at the latest

Understanding what zero carbon and the zero carbon date means is somewhat complicated. There is also often confusion about whether figures refer to Manchester (the whole city including the City Council) or Manchester City Council itself.

There are three main types of CO2 emissions:

- Direct CO2 emissions (from buildings and transport)
- Indirect / consumption-based CO2 emissions (emissions from products we use that are produced outside the city)
- Aviation

The zero carbon date is defined as the date at which Manchester has 5% of its 15 million tonnes budget remaining. The 15 million tonnes only relates to direct CO2 emissions. No targets were set for indirect or aviation emissions at this time (although the Tyndall Research Centre is currently putting together a report on these types of emissions).

Citywide, Manchester currently uses 2 million tonnes of CO2 a year so if we carry on as we are, we will have used our budget within less than 8 years. Manchester City Council currently uses 2% of that overall budget.

It is not clear what the reductions in direct emissions were for 2018 and 2019 as these figures were no longer published after 2017.

Following the adoption of the targets, a [draft Manchester Zero Carbon Framework 2020-2038](#) was produced in March 2019 by the Head of City Planning at the Council and a representative of the Manchester Climate Change Agency. This report included draft action plans for members of the Manchester Climate Change Partnership.

The document was scrutinised by the Neighbourhoods and Environment Scrutiny Committee and the end result was that the officers were to come back a year later, having done a lot more work, and worked with partner organisations to present a final Zero Carbon Framework 2020-2038 and also a plan for 2020-2022.

Following the publication of the Draft Framework, the Agency established a [Manchester Carbon Reduction Advisory Group](#), a group of climate scientists who were to ‘ensure that Manchester’s commitments are in line with the latest science and the Paris Agreement and that the city has in place a mechanism for monitoring its progress’.

Climate Emergency Declaration of July 2019

On 10th July 2019, Manchester City Council declared a climate emergency. The motion was put forward by Cllr Annette Wright and seconded by Cllr Eve Holt. Cllr Richard Kilpatrick also tabled an amendment 'explore the possibility of introducing a 2030 target in line with the IPCC report and request that a report on its viability be brought back to the Executive before the end of the year'.

The motion was unanimously passed including [the 23 recommendations](#) and the amendment, together with an agreement that an implementation plan would be put together by the end of the year.

Since the Climate Emergency Declaration, words have not always been met with deeds. For example, controversial plans agreed for Great Ancoats to turn the former retail park into a 440 space car park and a roadwork scheme that removes existing cycling lanes without replacing them seemed to be in direct contradiction to the Declaration.

Also of note is that, whilst the Council continues to state that it reduced its own carbon emissions by almost 50 per cent since 2010 (exceeding their 41% reduction target), this has largely been possible because the number of staff and buildings has significantly decreased due to austerity measures and also because of national grid decarbonisation rather than any proactive action on their part. Reduction at this scale will therefore not be possible without significant change to the current situation.

Cllr Angeliki Stogia also stated 'We've already got a huge range of relevant initiatives underway, from replacing street lights with lower emission LED ones to tackling single-use plastic at events in the city and powering our buildings with cleaner energy through the Civic Quarter Heat Network.' But all these initiatives were already underway before the Declaration.

In the absence of any progress reporting from the Council, Climate Emergency Manchester have produced quarterly reports on progress against the recommendations using FOIAs to obtain information. These reports known as Hung Drawn and Quarterly have so far been produced in [October 2019](#) and [January 2020](#).

Current council institutional arrangements

Executive Committee

The Executive Committee meets 10 times a year. Climate change policy comes here to be rubber-stamped and is increasingly on the agenda. Climate change, both the City Council's response status and the City's, needs to be a standing item on the agenda, but that is unlikely to happen under the current leadership.

Executive Member for Environment

There has been an Executive member for the Environment since 2003, but never without other items in the portfolio (usually Transport and Planning). The most productive Environment Executive was the second - Neil Swannick. Jeff Smith (now an MP for Withington) introduced quarterly carbon reports on the Council's budget (something an earlier Executive member had been lobbied into promising). These were unilaterally abolished in late 2018. Angeliki Stogia (Labour, Whalley Range) has been the Executive Member for Environment, Planning and Transport since 2017. She must step down, at the latest, in May 2021.

The quarterly carbon reports may come back – it was a recommendation put forward by Neighbourhoods and Environment Scrutiny Committee at a fraught meeting in February 2020.

Neighbourhoods directorate

This directorate, one of the City Council's seven, has the responsibility for developing the ward plans (see element 4 of the [Climate Emergency Declaration](#)) 'working with residents/other partners at a neighbourhood level, to ensure they are proactively involved in achieving this target'. [A report on progress](#) was provided to the Climate Change Sub Group on 23rd January 2020. Whilst there are a few exceptions (notably Chorlton, Mosside and Chorlton Park which should be used as a blueprint for other wards), it is clear that this is not happening in the open and democratic way that the declaration demanded.

Neighbourhoods and Environment Scrutiny Committee (NESC)

Of the six scrutiny committees, the NESC has climate responsibility (a previous chair of the committee managed to [get the name changed](#) from Neighbourhoods to Neighbourhoods and Environment back in 2016).

We at Climate Emergency Manchester believe that there is an urgent need for a 7th Scrutiny Committee, devoted to climate change. We believe that the existing scrutiny arrangements are just not fit for purpose. There is not enough time in the current scrutiny committee system and insufficient focus on climate change as the defining issue of the twenty-first century. This is why we started a [petition](#) for the Council to respond to climate change by establishing a permanent "Climate and Environment Scrutiny Committee", of equal standing to the existing 6 scrutiny committees and to make strenuous efforts to secure additional funding for climate action, including the use of some of its strategic reserves.

Climate Change Subgroup

This was established in late 2019, after the Climate Emergency Declaration. It is chaired by Councillor Annette Wright (Labour, Hulme), who is the councillor who put forward the Declaration in June 2019.

Its membership is:

- [Councillor Annette Wright](#) (Chair)
- [Councillor John Flanagan](#)
- [Councillor Naeem Hassan](#)
- [Councillor William Jeavons](#)
- [Councillor Richard Kilpatrick](#)
- [Councillor Sam Lynch](#)
- [Councillor Jon-Connor Lyons](#)
- [Councillor Mandie Shilton Godwin](#)
- [Councillor Tim Whiston](#)

Its role is stated as follows:

- Monitor progress of each point of the Climate Emergency motion carried by Manchester City Council on 10th July 2019
- Ensure the Manchester Climate Change Action Plan includes specific, measurable targets and review progress towards achieving them, on a quarterly basis
- Identify additional measures which could be put into place by MCC or partners to help reach the zero carbon target
- Update the Neighbourhoods and Environment Scrutiny Committee 4 times a year

Its [work programme](#) focuses on different areas each meeting such as community engagement and targets. The next meeting is on Wednesday 18th March at 2pm where it will focus on planning and operational estates.

Whilst its meetings are public and filmed, it is not webcast onto the Council's website.

The lifespan of the Climate Change Subgroup is uncertain, its powers minimal and it is no substitute for a 7th scrutiny committee.

Zero Carbon Coordination Group

This group, made up of Council officers rather than elected members, was set up to deliver the Council's part of its Zero Carbon Framework 2020-2038 obligations. It is also responsible for the development and delivery of the Council's own new Action Plan 2020-25 to be approved in March 2020.

It is chaired by Carol Culley (deputy chief executive and Treasurer of MCC). Membership of the group comprises senior officers from a range of different services but also the Executive Member for the Environment, Planning and Transport:

- Janice Gotts, Deputy City Treasurer
- Jacqui Dennis, Deputy City Solicitor
- Fiona Worrall, Strategic Director - Neighbourhoods
- Jared Allen, Director of Capital Programmes
- Jen Green, Director of Communications

- Martin Oldfield, Head of Housing
- Richard Munns, Head of Corporate Estate and Facilities
- Julie Roscoe, Director Planning Building Control and Licencing
- Helen Grantham, Interim Director of HROD
- James Binks, Director Policy, Performance and Reform

Its role is outlined as follows:

- Overseeing the strategic response to the 10th July Climate Emergency Motion
- Ensuring that there is sufficient leadership on key programmes and projects that contribute to carbon reduction across the Council
- Attracting the funding that will be required to deliver this ambitious agenda
- Contributing to Our Manchester
- Provide challenge to key council projects and decisions
- Maximising influence over external partners and stakeholders at a local, sub-regional and national level including government
- Overseeing the development, delivery and implementation of the Council's new Zero Carbon Action Plan which will be approved in March 2020

It has identified four themes that are being focused on are:

- Decision making, policies and standards
- Investment and delivery (finance for retrofitting Council operational estate and moving to electric vehicles)
- Activation (engaging staff in positive action)
- Increasing external influence with partners and national government

Reporting for the group is via the Climate Change Sub Group.

By November 2019, only 5 of the 12 members of the group had actually attended the Council's carbon literacy training, though this may have changed more recently.

Elected members of the council can ask to attend this group, and the chair may or may not allow them to do so. Members of the public are not able to attend. Business groups get invited to present what they are doing/might do.

Labour Group for Climate

This is a group of Labour councillors who meet once a month to discuss climate change. The meeting is not open to the public.

Other relevant groups and organisations

Manchester Climate Change Partnership/Board (MCCP)

The [MCCP](#) was set up as stakeholder group made up of businesses, voluntary sector and faith organisations and the public sector who together represent a significant proportion of the City's emissions (around 20%) or have reach to groups that do. It was established in February 2018 and replaced the [MACF Steering Group](#), which was in place from 2010- 2017.

It includes representatives from the following organisations and groups:

- Manchester Arts Sustainability Team
- Bruntwood
- Manchester City Council
- Manchester City Football Club
- Manchester Climate Change Youth Board
- Manchester Health and Wellbeing Board
- Manchester Housing Providers Partnership
- Manchester Metropolitan University
- Our Faith Our Planet
- University of Manchester
- Schools and Colleges

A recent look at the websites of these bodies found climate change entirely absent from most home pages.

Manchester Climate Change Agency (MCCA)

The MCCA is a community interest company set up with the support of the City Council, which provides operational and technical support to the MCCP. Together with the MCCP, they have been responsible for producing the Manchester Zero Carbon Framework 2020-25.

Despite contributing resources totaling £400K since 2016, there has been no analysis of their performance or evidence of their measurable success. However, a new board, chair and chief executive and more sustainable funding structure for 2020 may bring about improvements.

According to a December 2019 FOIA response, no other Manchester organisations had been approached to provide match-funding. A further FOIA has been submitted.

Manchester Climate Change Youth Board

The MCCYB sits on the board of the MCCP and was established in November 2017 to ensure young people had a voice in tackling climate change. There have been two "Youth Climate

Summits” already (July 2019 and January 2020) with another one scheduled for July this year. It recently recruited for more young people to join the Board but the outcome of this is not known. It also worth noting that the MACF Stakeholder Steering Group was supposed to hold conferences for youth, but these did not take place.

Greater Manchester Combined Authority

Climate change had been on the agenda since the 2000s (through the predecessor of GMCA - the Association of Greater Manchester Authorities) and various proposals for GM wide retrofit were developed. The Greater Manchester Climate Strategy was released in 2009, stating an ambitious target of 48% reduction in emissions for the region by 2020 with carbon literacy embedded into the culture of organisations. A delivery plan in 2011 was vastly undercooked.

GMCA was established in 2011 and when Andy Burnham became Mayor, he held a “Mayor’s Green Summit” in 2018 and then a second one in 2019.

The second 2019 summit provided the backdrop for the launch of the GMCA’s new [5-Year Environment Plan for Greater Manchester – 2019-2024](#). Responsibility for overseeing the monitoring and delivery arrangements for this plan sits with the Greater Manchester Green City Region Partnership (formally known as the Low Carbon Hub and before that the Environment Commission). This partnership is led by Cllr Andrew Weston who is the leader of Trafford Council, includes Cllr Angeliki Stogia and also representatives from a number of organisations such as universities, the Environment Agency, TfGM and United Utilities.

The 2019 summit focused, as is often the case, more on target setting than action. One attendee at the summit, Associate Professor Hannah Knox wrote a [report](#) on the summit, stating “Last Monday’s Mayor’s Green Summit was the second round of what looks to become an annual ritual of green networking, target setting and back patting.”

The next summit will be held in the run up to the November 2020 COP26 in Glasgow, according to the minutes of the last meeting of the Partnership.

Alongside the Environment Plan, GMCA have also produced a new [draft Greater Manchester Spatial Framework](#) – the plan for homes, jobs and the environment which has some greater emphasis on the environment than the previous version.

In January 2019, TfGM consulted with the public on its [draft Transport Strategy 2040: Delivery Plan 2020-2025](#). This plan has been developed in conjunction with the GM Plan.

The government has also instructed Greater Manchester to develop Clean Air Plans to bring levels of NO₂ on local roads within legal limits as soon as possible. The [current proposals](#) for the whole of Greater Manchester include a clean air zone and trebling of electric charging points and this will also be aligned with the 5 year plan.

These plans and targets all look promising and are moving in the right direction with some coordination between them.

Tyndall Centre for Climate Research

[The Tyndall Centre for Climate Research](#) was established in 2000. It is an inter disciplinary research group based in 6 universities such as East Anglia, Southampton, Cardiff. It is funded by the Research Council and to develop sustainable responses to climate change.

The Centre has repeatedly been commissioned by Manchester City Council to produce various reports about emissions reduction.

Anthesis

[Anthesis](#) is a large international 'sustainability' consultancy, with offices in the U.S., Canada, UK, France, Ireland, Italy, Germany, Sweden, China, the Philippines and the Middle East. It has also previously been involved in producing climate change reports and scenarios for the MCCA and the Council. It helped produce the draft Manchester Zero Carbon Framework 2020-38.

Where are we now?

Following the endorsement of the draft Manchester Zero Carbon Framework 2020-38 produced in March 2019, there was a commitment to produce a final version together with a 2 year citywide Action Plan by February 2020.

As the Council had also committed to exploring bringing the zero carbon date forward to 2030, in November 2019, Manchester City Council commissioned the Tyndall Centre to undertake a further [piece of work](#) to review the scope and targets of the City's climate change commitments to include indirect and aviation emissions, as well as direct emissions and to set out a methodology for target setting and progress monitoring (this consumption-based reporting was something that, in 2009, the Council promised it would be doing by 2013). This review is due for completion on 21st February 2020. A [draft of their findings](#) was presented at the Climate Change Sub Group on 23rd January 2020.

On 5th February 2020, at the Neighbourhoods and Environment Scrutiny Committee, a [draft version of the final Zero Carbon Framework](#) was presented. However, rather than covering the period 2020-38, the framework will now only span over 5 years up to 2025. Each partner within the MCCP will now also produce their own action plan rather than the combined 2 year action plan that had been previously agreed. As such, a [draft Manchester City Council Climate Change Action Plan 2020-25](#) was also presented at this meeting.

There were some considerable concerns from the scrutiny committee who were not happy with the documents presented. They did not feel that the targets were clear or that the process had been sufficiently open and transparent, with enough time allowed for scrutiny.

Two other recommendations were agreed at the committee:

- To report consistently in tonnes of CO₂ rather than percentages

- To instate quarterly reports of the Council's emissions against KPIs

The final version of the citywide Manchester Zero Carbon Framework is due for publication on 28th February with a final version of the Manchester City Council action plan due sometime in March. There is an expectation that this Action Plan will formally adopted at the Executive meeting on 11th March and that also the Framework will be endorsed.

The draft plan City Council is very light on specific targets that show exactly how reductions will be made and by when. As yet, although a small additional budget of £300K has been allocated for 2020/21 to fund a chief executive post at MCCA, engage further research and roll out carbon literacy training, further detailed analysis of the cost of delivering the action plan has not yet been undertaken.

The City Council emissions only account for 2% of the full carbon budget for Manchester, with the remaining partners of the MCCP accounting for another 18%. There needs to be some explanation of how the 13% annual reduction will be achieved beyond the MCCP partner actions. For this reason, ward plans that address carbon reduction at a hyper local level are vital, as well as the development of action plans for Manchester businesses. Furthermore, the alignment of the GMCA, TfGM and Manchester City Council climate policies also needs to also be considered and addressed if activities and targets in those wider plans will contribute the overall reduction in Manchester.

Opportunities for citizen scrutiny/participation

“Somehow it seemed as though the farm had grown richer without making the animals themselves any richer-except, of course, for the pigs and the dogs. Perhaps this was partly because there were so many pigs and so many dogs. It was not that these creatures did not work, after their fashion. There was, as Squealer was never tired of explaining, endless work in the supervision and organisation of the farm. Much of this work was of a kind that the other animals were too ignorant to understand. For example, Squealer told them that the pigs had to expend enormous labours every day upon mysterious things called "files," "reports," "minutes," and "memoranda". These were large sheets of paper which had to be closely covered with writing, and as soon as they were so covered, they were burnt in the furnace. This was of the highest importance for the welfare of the farm, Squealer said. But still, neither pigs nor dogs produced any food by their own labour; and there were very many of them, and their appetites were always good.”

(Animal Farm, George Orwell, 1945)

2020 is a critical year for the climate emergency. This is no longer the time for declarations, reports, targets and plans – we need to see real and sustained action supported by adequate investment if we are going to have any chance of meeting our zero carbon targets.

It is vital that we challenge the City Council to be more ambitious in its plans and to treat the climate emergency with the urgency that it requires. A joined up approach with both partners across the city and wider across GM is needed, with far more transparency and engagement with citizens. There are a number of ways in which you can help to push forward this agenda.

Elections

There are local authority election three years out of four, plus by-elections when a council is no longer able to continue in their role. The next by-election is February 27th 2020, for Clayton and Openshaw.

Unlike Europe, where they do proportional representation, in the UK, elections are “first past the post” so there is little opportunity for smaller parties. Nonetheless, elections are a good opportunity to hold hustings (debates between candidates) and challenge candidates on their positions on climate change (for example via a survey).

Local Plan

The next Local Plan for Manchester is going to take 4 years to develop which seems an extraordinary length of time given the climate emergency. Consultation has now started and will continue up to 3rd April 2020. You can find out more [here](#) about how to have your say.

Climate Emergency Manchester will do their best to help further inform on this process.

Petitions

A [new petition](#) went live on Monday 10th Feb using the Council's petition scheme. It states:

‘We the undersigned petition the Council to establish a permanent “Climate and Environment Scrutiny Committee”, of equal standing to the existing 6 scrutiny committees and to make strenuous efforts to secure additional funding for climate action, including the use of some of its strategic reserves.’

The scheme works in the following way:

- 100 signatures gets a letter from an officer

- 1000 signatures gets us a return visit to the Neighbourhoods and Environment Scrutiny Committee
- 4000 will get us the necessary debate in Full Council

Climate Emergency Manchester is aiming for 4000 signatures in this latest petition. Please contact us on petition@climateemergencymanchester.net if you want to help.

Scrutiny, Regulatory, Governance and Decision Making Committees

Members of public can attend committees. If you want to address the committee on a particular agenda item, you need to ask permission to speak beforehand. However, there is no guarantee that it will be granted as it is at the discretion of the Chair of the Committee.

You can find more information about agendas, minutes, webcasts and dates of committees [here](#).

Freedom of Information Act requests (FOIAs)

Under the Freedom of Information Act 2000, the Council must respond to any information request you put forward if it has been recorded by a public authority. These are free to make by sending an email to informationcompliance@manchester.gov.uk

You must state in the email “please consider this a request under the Freedom of Information Act 2000” and supply your name and address.

Usually a FOIA must be responded to within 20 working days.

If you do want to submit a FOIA:

- Make it specific
- Look for the information first - it may already be public domain
- Blog/write letters about what you find out

Lobbying individual councillors

If it is about something in your ward, you have to go to your ward councillors. That is not to say you cannot approach others about more general issues.

Contact details for all councillors can be found on the council’s [website](#).

Lobby your councillors about how they are going to involve their constituents in the creation of their ward climate action plan. Let them know if you have concerns about the draft plans and

their lack of transparency and engagement. Make them aware that targets need to be set out in a way that citizens can understand. Encourage the Council to make adequate investment to progress this agenda at the pace it needs to go.

Councillors usually hold surgeries, but people attending those often have immediate emergencies so it may be better to contact your councillor in the first instance by email.

Complaints procedures

You can make these either an elected member or an officer (there are different procedures) which you will find on the Council website. You should only use this option as a last resort.

Recommendations

Knowledge is not power. Power is power. If we are going to change things that need changing (and that's a lot of things), then we need to be clear about what we want to change. These recommendations below are a start, but they are not the last word.

For Council

- Climate change should be a standing item on all Executive meeting agendas.
- All executive members should report at least every six months on what progress against smart targets in their portfolios
- Climate change should be a standing item on Full Council
- There should be a dedicated Climate and Environment Scrutiny Committee
- ZCCG should proactively invite elected members and allow members of public to observe proceedings except for items which would in a scrutiny committee also involve exclusion of the public. This is not the usual way officers operate but this is an emergency.

For Councillors

- There should be a climate champion per ward
- Councillors should hold regular meetings about climate change in their ward using the approaches in Chorlton Park, Chorlton and Moss Side as a blueprint
- Councillors should lobby the Executive to do more and scrutinise its actions vigorously

For members of the public/civil society

- Keep learning, keep connecting, keep sharing your knowledge (this report is CEM's first real effort at this. We should have done this MUCH sooner)
- Help us get the 4000 signatures as soon as possible. Getting the signatures quickly will:
 - Be good for the movement's morale more generally (and CEM's within it)
 - Send a very clear signal to the City Council
 - Mean we can devote more energy and time to more important (community-facing rather than Council-facing) projects
- Get involved, stay involved. Get your friends involved.

Appendix A - Climate Emergency Declaration Text (Manchester City Council 10th July 2019)

This Council notes:

- The serious risks to Manchester's people, of climate change/global heating affecting economic, social and environmental well-being, supply chains – including food security, financial systems and local weather, among many others;
- That in 2008 the 'Principles of Tackling Climate Change in Manchester' were agreed as a call to action to engage people from all walks of life in climate change action and, build support for a new way of thinking about climate change;
- Work with training providers to ensure Manchester residents can take on green jobs
- The recent and welcome upsurge of action by the young people of Manchester, exemplifying the radical traditions of which Manchester is proud.

This Council agrees (or to the extent that the below concern executive functions, recommends to the Executive) to:

- Declare a Climate Emergency
- Continue working with partners across Manchester and GMCA to deliver the 2038 target, and determine if an earlier target can be possible, through a transparent and open review
- Become carbon neutral by the earliest possible date
- Encourage involvement in all wards by April 2020 through meetings as part of the Our Manchester strategy, to identify residents and partners who want to be actively involved in achieving the target, with provision for those who cannot attend. Ensure ward plans contain specific, measurable, achievable steps
- Review all policies, processes and procedures to ensure the council can become carbon neutral. Present an action plan by March 2020 detailing how the city can stay within its carbon budget. Report back regularly to the NESC. Review the corporate plan
- Work with the Tyndall Centre to review the actual emissions from aviation. Investigate the best way to include aviation in our overall carbon reduction programme in the long term
- Make climate breakdown and the environment, an integral part of activity throughout the Council, including all decision making, ensuring key decisions take into account the impact on achieving the zero-carbon target and including an environmental impact assessment in all relevant committee reports
- Ensure that everyone in the council receives carbon literacy training by the end of 2020. Make attendance easier by varying times and length of sessions
- Encourage all staff on council business to use the lowest carbon, appropriate, travel
- Investigate measures to ensure future procurement is carbon neutral. Increase the percentage of social value with an additional environmental element
- Work with suppliers to green their supply chains, and support local production
- Work with training providers to ensure Manchester residents can take on green jobs
- Investigate and introduce measures to help reach domestic zero carbon levels including addressing fuel poverty and retrofitting existing homes

- Investigate ways to ensure that future local plans place a mandatory requirement for all new development to be net zero carbon by the earliest possible date
- Push GMCA to decarbonise public transport, heat and energy as early as possible
- Through our role on GMPF, encourage divestment in fossil fuels as early as possible
- Explore the possibility of introducing a 2030 target in line with the IPCC report; and request that a report on its viability be brought back to the Executive before the end of the year

The Council calls on the government to:

- Provide powers and resources to make the zero-carbon target possible including funding for big capital projects
- Accelerate the reduction of carbon emissions from aviation
- Accelerate the decarbonisation of the electricity grid, funding low carbon energy generation
- Ensure that the UK prosperity fund focuses on enable the transition to a low carbon economy