

OVERVIEW AND SCRUTINY TASK AND FINISH GROUP

TERMS OF REFERENCE AND SCOPING DOCUMENT

Review Topic	
Climate Change (Climate Emergency)	
Origins of Review Group	Review Group Membership
Scrutiny Management Committee Approval to proceed confirmed by the Scrutiny Management Committee on 11 June 2019	Membership across the political groups on a 2:2:2 basis <ul style="list-style-type: none"> • Cllr Brackenbury (LD) • Cllr Brown (L) • Cllr P Geary (C) • Cllr D Hopkins (C) • Cllr Minns (L) • Cllr Trendall (LD) • 3-4 external co-optees
Overview & Scrutiny Officer	Initial Scoping of Review
Roz Tidman	August 2019
1. Purpose	
To review the work currently being undertaken by the Council, including the Sustainability Strategy Action Plan, to achieve the Climate Emergency/ <i>Making Milton Keynes the World's Greenest City</i> Resolution passed by Full Council in January 2019 and to identify any further actions that could be taken to deliver this resolution and to meet the pledge to make Milton Keynes carbon neutral by 2030.	
2. Rationale	

- What does the Review hope to achieve

To report to Cabinet a review of the work currently being undertaken by the Council to reduce carbon emissions and to identify any further actions that could be taken to meet the pledge for Milton Keynes to be carbon neutral by 2030. To prepare a comprehensive assessment of the work done to date and the work in progress to mitigate and adapt to climate change in Milton Keynes. This will draw together the actions Milton Keynes Council is already taking and, where possible, outline partners commitments to move towards a carbon neutral Milton Keynes.

- Why is the Review taking place?

The Task and Finish Group is being established as a direct result of the Council motion agreed in January 2019 (*Making Milton Keynes the Greenest City in the UK*). The impact of climate change requires immediate and ambitious action. The Task and Finish Group working with responsible officers, stakeholders and partners will identify the actions required to support the Council, its partners, local businesses and residents to achieve carbon neutrality by 2030.

- What is the community importance and benefit?

Action on climate change is required to safeguard the quality of life of current and future generations.

- How does it fit in with the Council's corporate priorities/scrutiny priorities?

Action on climate change and sustainability is a key priority for the Council and a number of commitments with regard to this have been made in the Council Plan. Allocation of officer support to manage the Task and Finish Group has been prioritised by Scrutiny Management Committee.

- What are the opportunities to make a distinctive impact?

The implementation of the changes required to ensure the Council meets its commitment for Milton Keynes to be carbon neutral by 2030 and carbon negative by 2050 will require a significant shift in the current practices and behaviours of individuals and organisations.

- How will the review influence what the Council does?

The recommendations of the Task and Finish Group have the potential to significantly influence how the Council operates in terms of the actions it will need to undertake to meet the reduction in carbon emissions goal.

3. Proposed Outcomes

- To report to Cabinet a review of the work currently being undertaken by the Council to reduce carbon emissions and to identify any further actions that could be taken to meet the pledge for Milton Keynes to be carbon neutral by 2030.

4. Background

- Is the review looking at existing policy or a new policy?

Existing – the Sustainability Strategy and climate change resolutions were agreed by Council in January 2019.

- How does it relate to existing policy?

The review will assess the existing work being undertaken to meet the carbon emissions goal, including the work being undertaken on the Sustainability Strategy Action Plan. The review will also identify any further actions that should be taken alongside current initiatives.

- Has the need for the review come about from an issue arising from national or local events?

Climate change is a global challenge with this work specifically looking at making Milton Keynes the World's Greenest City.

- How does the issue relate to the Scrutiny Work Programme?

Work on this issue has been prioritised by the Scrutiny Management Committee and is cross-cutting across all of the Scrutiny Committees.

- Are there any relevant community views to refer to? e.g. any previous consultation?

There will be a wide range of evidence on community views to draw from including earlier work on the Imagine MK2050 Strategy – A roadmap for a sustainable Milton Keynes.

- What is the gap between provision and need?

This will be identified as part of the review.

5. Timetable

- The Task and Finish Group will aim to meet at least once a month in August, October, November, December, January and February.
- The Task and Finish Group will report to Cabinet in March 2020.
- Who needs to see the analysis? Directors, Head of Regulatory Services and Scrutiny Management Committee
- Proposed end date of the Task & Finish Group is March 2020.

6. Methodology / Approach

What method of enquiry will be most suitable for the review?

- Desk-based review of papers.
- Site visits/observations.
- Comparisons with other authorities.
- Interview officers.
- Calling witnesses to give evidence.

7. Evidence Sources

What types of evidence will be needed?

- Government guidance/legislation
- Service plans
- BEIS carbon reduction figures
- Independent research articles and papers
- Public consultation

Are there any stakeholders or interest groups the Task and Finish Group wants to hear from in addition to inviting them to the meeting?

- Call for Evidence – request for information from residents, partner organisations and businesses

8. Witnesses

Witnesses to consider inviting to its meetings include:

- Academic Expertise
 - The Open University
 - Cranfield University
- Stakeholders / Interest Groups
 - Campaign Groups
 - Citizens (following a call for evidence in local media)
- Cabinet Member
 - Councillor Marklew
- Frontline staff
 - Directors & Heads of Service
- External partners
 - SEMLEP
 - Parks Trust
 - MKDP
 - Good practise and expertise from other local authorities
- Professional business expertise

9. Site Visits / Observations

There is scope for potential site visits/observations but the work of this group should be carried out in a sustainable manner as possible.

10. Public Meetings

Meetings will be held in public.

11. Officer Support

Identify any Council officers that will be influential in the review process.

- Michael Bracey – Chief Executive
- All Directors and Heads of Service
- Neil Allen – Head of Regulatory Services

12. Resource Requirements

Estimate the amount of 'person' time required and the potential costs involved.

- Attendance by a number of Council Officers at evening meetings and pre-meeting preparation work
- Overview and Scrutiny Officer (max 1 day/week)
- Fee for witness attendance or professional support if required
- Site visits if required

13. Risk Assessment

Identify potential obstacles to an effective review, including:

- Limited councillor/officer availability due to already busy workloads
- Lack of co-operation/availability from external witnesses
- Resources available to develop the Action Plan and service the Task and Finish Group
- Ensuring that the timetable for the development of the Sustainability Strategy Action Plan is not unduly delayed by the work of the Task and Finish Group
- Electoral process and/or other national events
- Maintaining cross party support for the Sustainability Strategy

14. Background Papers

1. MK Sustainability Strategy 2019-2050
2. [A Councillor's workbook on acting on climate change](#)
3. Imagine MK2050 Strategy – A roadmap for a sustainable Milton Keynes
4. Carbon emissions graph since 2005

SUSTAINABILITY STRATEGY ACTION PLAN TASK & FINISH GROUP

WORK PROGRAMME

Date of Meeting	Item	Notes	Objective / Proposed Outcomes	Witnesses/ Evidence	Time Allocation
29/08/19	Terms of Reference/ scope of the review/ plan for future meetings	Review of current provision, develop an understanding of the issues and what work is currently being undertaken by MKC.	<ul style="list-style-type: none"> • Agree scope of TFG and Terms of Reference; • Review current work • Work Programme for the rest of the review 	<ul style="list-style-type: none"> • Neil Allen 	1.5 – 2 hrs
September	Call for Evidence	TBC	TBC		
Oct 2020 TBA	Evidence from Witnesses	TBC	<ul style="list-style-type: none"> • TBC 	<ul style="list-style-type: none"> • TBC 	1.5 – 2 hours
Nov 2020 TBA	Evidence from Witnesses	TBC	<ul style="list-style-type: none"> • TBC 	<ul style="list-style-type: none"> • TBC 	1.5 – 2 hours
Dec 2020 TBA	Evidence from Witnesses	TBC	<ul style="list-style-type: none"> • TBC 	<ul style="list-style-type: none"> • TBC 	1.5 – 2 hours
Jan 2020 TBA	Evidence from Witnesses	TBC	<ul style="list-style-type: none"> • TBC 	<ul style="list-style-type: none"> • TBC 	1.5 – 2 hours
Feb 2020 TBA	Final Report	TFG to consider its findings, make recommendations/draw up action plan/finalise report	<ul style="list-style-type: none"> • TFG to agree any recommendations • Report to be completed by end of June at the latest 	<ul style="list-style-type: none"> • None 	1 – 1.50 hour plus possible e-mailing to finalise report

TASK & FINISH GROUP – Climate Emergency Programme Plan

Purpose of T&F Group

Background

The UK framework on climate change is governed by the Climate Change Act 2008 (“the 2008 Act) which requires that emissions of carbon dioxide and other greenhouse gases are reduced by at least 80% of 1990 levels by 2050 and the setting of statutory five year carbon budgets towards the 2050 target.

A carbon budget is a cap on the amount of greenhouse gasses emitted in the UK over a five year period. The Act establishes the framework to deliver these requirements. The United Nations Framework Convention on Climate Change was created in 1992 as the main forum for international action on climate change. Leading on from UNFCCC negotiations the Paris Agreement was entered into with a number of the members including the European Union.

The Paris Agreement sets out a global action plan on climate change by limiting global warming to well below 2°C and pursuing efforts to limit it to 1.5°C.

The Council resolved to establish how Milton Keynes Council can sufficiently reduce carbon emissions through energy efficiency, low carbon fuels and investment in renewable energy within a timescale which is consistent with an ambition to restrain Global Warming to 1.5°C. This will draw together the actions Milton Keynes Council is already taking and will continue to take; and where possible, outline partners’ commitments to move towards a carbon neutral Milton Keynes by 2030

The T&F will look at areas in which MKC has specific control or significant influence MK Council’s Operational programme – actions in the Council’s direct control plus Milton Keynes Facilitation Programme – the Council’s role as a partner and facilitator in Milton Keynes and MK’s Regional and National Programme – the Council’s role to work with other neighbouring and UK local authorities as well as the councils request of Government for support including when considering issues such as;

- Planning and Strategic Planning
- Housing provision
- Transport
- Highways
- Education
- Waste Management
- Actions of the Public Health Sector
- Actions of Parish Councils

To advise the contents of any emerging Climate Change Plan and related emerging Milton Keynes Carbon Neutral Action Plan in consultation with the appropriate Portfolio Holder the Monitoring Officer and the Section 151 Officer.

The T&F Group report will seek to provide Cabinet with a detailed report on the nature and scope of the challenge set by the Climate Change Urgency Motion passed by Full Council in January 2019. The T&F Group will therefore advise in its report on an Emerging MK Carbon Neutral Action Plan (“an Action Plan”) and resources required to support the Council and communities to strive towards carbon neutrality by 2030.

The T&F group will undertake more in-depth work in relation to Climate Change via a series of inquiry sessions and a public consultation event to help shape and support the Climate Change Programme Plan.

The T&F Group will review good practise being achieved in other councils on this topic and (where appropriate) meet with leading councillors and officers from other authorities to seek appropriate advice and guidance.

Actions and Outcomes

- A baseline inventory that will show how far MK Council has already progressed and how far we still need to go to reach net carbon neutrality.
- The short term actions that the Council can take directly, along with longer term aspirations
- The actions that will be required at a Milton Keynes level, including enabling actions from the Council and those required from partners, communities and individuals
- The actions that would be required from Government to support the transition to carbon neutrality
- The barriers to delivery that will need to be overcome, and the supporting changes that we will need both locally and nationally

Achieving the ambition of the council motion’s resolutions and adapting to an already changed climate will require significant action from nearly every service from within Milton Keynes Council. It will also need action from every person, community and business across MK. The T&F Group analysis and planning for work moving forward will therefore be done on the following 3 levels, linked closely to the themes of the original motion:

- MK Council – identifying actions Milton Keynes Council will lead on
- Milton Keynes – actions MK Council will enable
- Government – our asks of Government

The work programme

- Workstream leads will have to be established to provide sector specific knowledge in the development of a comprehensive action plan.
- Engagement with communities, businesses, schools, Youth Cabinet, our public sector partners, the voluntary sectors and others will be critical in gaining input to support for our collective programme to deliver carbon neutrality by 2030.

The Proposed Outline of the work programme

- Prepare a comprehensive assessment of the work done to date and the work in progress to mitigate and adapt to climate change in Milton Keynes
- Invite and take evidence from subject experts, business leaders and our communities to identify the short, medium and long term opportunities for appraisal
- research what is being done nationally and internationally to help develop our options locally

During this work phase the T&F Group would aim to answer the following questions:

- How far have any previous and current climate change action commitments taken us?
- How big is the remaining gap to carbon neutrality?
- What further short term action could MK Council take and what do we need to do to enable them?
- What are the bigger opportunities?
- What are the barriers to delivery?
- What supporting changes will we need – locally/nationally?
- What should form the plan for the next phase of the programme
- What programme architecture is required to develop a Milton Keynes wide plan that everyone can own
- Timescales for when the council comprehensive action plan would be developed
- Collating current positive actions – existing programmes, immediate/quick wins
- Undertaking a latest Green House Gases (GHG) and carbon emission baseline assessment

- Taking evidence and modelling our current 2030 forecast position to determine the size of the remaining gap in meeting the ambitions of the February motion
- Undertaking a climate change risk assessment for Milton Keynes – now and future predictions
- Comprehensive impact assessment on likely impacts

Engagement during the discovery phase is critical. The T&F Group should establish Network Leads for each of the work streams to work with sector specific stakeholders in the identification of the short and long term opportunities. Public interest and active communities on this issue are high. The T&F Group should seek to engage residents through a range of formats to gauge their opinions/call for evidence/support for the emerging opportunities ahead of the March 2020 report. As the council progresses to the next phase of the programme and the detailed appraisal and definition of the measures Milton Keynes will need to take, a draft plan for co-designing these measures should be developed and presented to Cabinet as the outcomes of the Task & Finish Group.

TASK AND FINISH PROTOCOL/OPERATING GUIDELINES

1. Introduction

- 1.1 Task and Finish Groups are set up to undertake an in-depth investigation or review of an issue and operate on a relatively informal basis. Most detailed investigative scrutiny work takes place in this type of working environment. Review Groups are a forum for information gathering and discussion between the Group and officers rather than a formal, decision making body and have no delegated powers.
- 1.2 This document sets out Milton Keynes Council's Operating Protocol for Task and Finish Groups.

2. Membership

- 2.1 The Scrutiny Management Committee will appoint a Chair to each Task and Finish Group, normally on a politically proportional basis, in consultation with Group Leaders taking account of the skills and experience required.

- 2.2 The Membership of each Task and Finish Group is politically balanced and numbers usually vary between a minimum of 3 to 6 elected Members.
- 2.3 All non-Executive Members of the Council are eligible to participate in Task and Finish Groups.
- 2.4 Nominations to the task and finish review groups for confirmation by the Management Committee, will be made by the Chair of the Task and Finish Review Group. The Chair will consult individual Political Group Leaders before nominating any councillors from the Group Leader's Group. Where appropriate, the membership of Task and Finish Groups can co-opt non-Members with a particular expertise / experience / interest to participate in the review being undertaken, eg, the Older Persons' Champion.
- 2.5 The Management Committee will appoint one of its members to act as a sponsor / mentor to each of the task and finish groups.

3. The Review Process

An initial planning meeting will be held involving the Overview and Scrutiny Officer facilitating the review, the elected councillors nominated to sit on the Task and Finish Group, and where appropriate, other Council officers and representatives of Partners or other outside organisations who may be expected to make a significant contribution to the work of the Task and Finish Group, in order to scope the review and agree a plan for the task.

The scoping document / plan should set out:

- (a) A clear statement of the scrutiny topic;
- (b) Proposed outcomes of the review;
- (c) The aim (or purpose) of the review;
- (d) The scope of the review – what will be included and excluded;
- (e) Agreed Terms of Reference;
- (f) Any specific outcomes to be achieved;
- (g) Specific concerns or issues, which should be addressed;
- (h) How the review will contribute to achieving Corporate Priorities;
- (i) An initial list of key stakeholders, partners or other agencies to be involved;
- (j) An initial list of witnesses;

- (k) How evidence will be gathered;
- (l) Any risks which may delay progress;
- (m) A timescale for completion of the task;
- (n) A suggested mechanism for following up / monitoring progress of recommendations which may be made in the final report.

3.3 As well as receiving evidence from witnesses and scrutinising printed matter, consideration should be given to use of site visits, workshops and other activities in order to gain first-hand knowledge of the topic under review.

4. Witnesses

4.1 A Council's Overview and Scrutiny function has the power under Section 21(13) of the Local Government Act 2000 to require the attendance of members of the Executive and Council officers at Scrutiny meetings.

4.2 There is a statutory duty (Section 21(14) of the same Act for any member of the Executive or Council officer invited to attend a Scrutiny meeting to comply with the request.

4.3 Other witnesses from external organisations may also be invited to give evidence to Review Groups.

4.4 The Task and Finish Group should identify:

- (a) the persons to be invited;
- (b) the issue in respect of which the person's attendance is requested;
- (c) the reason why the attendance of the person would assist the Task and Finish Group in its task.

4.5 The Overview and Scrutiny Officer facilitating the review will endeavour to give both internal and external witnesses as much notice as is practicable of the Task and Finish Group's request to attend a meeting.

4.6 The invitation will give details of the review being undertaken, including any supporting documents which may be relevant, state why the witness has been invited to attend and whether or not the Review Group requires written reports in support of the witness's evidence.

5. Conduct of Meetings

5.1 Meetings of the Task and Finish Group shall be scheduled to enable the Group to complete its task within the timeframe identified in the scoping exercise. However, it is recognised that

on occasion additional time may be needed to complete a task, but the agreement of the Scrutiny Management Committee should be sought for this.

- 5.2 Task and Finish Groups should aim, where possible, to hold the necessary meetings within as short a timeframe as possible so that findings do not become out of date before completion of the task.
- 5.3 Unless the evidence given to a Task and Finish Group is likely to be confidential or exempt information within the meaning of Schedule 12A Local Government Act 1972, all Task and Finish Group meetings will be treated as public meetings and arrangements made to accommodate any members of the public who might attend.
- 5.4 No witness giving evidence to a Task and Finish Group will be under any obligation to disclose publicly personal information about an employee, a looked after child, or any supplier or recipient of council services.
- 5.5 All Review Group meetings will be Chaired in a manner which ensures mutual respect between all those participating.
- 5.6 The Chair will ensure that questions put by members of the Task and Finish Group relate solely to the issue in respect of which the person's attendance has been requested.
- 5.7 Questioning should be aimed at trying to understand and explore issues rather than at catching witnesses out.
- 5.8 Members of the Task and Finish Group should avoid making statements rather than asking questions.
- 5.9 Witnesses, including Executive Members, are not members of the Review Group and should confine themselves to answering questions put to them by the Task and Finish Group or supplying evidence requested by the Task and Finish Group.
- 5.10 Members of the Task and Finish Group should operate within the agreed plan for the task and should not disclose or use any information/knowledge obtained through involvement in the group for any other purpose.
- 5.11 The Overview and Scrutiny Officer facilitating the Task and Finish Group will take notes to record the evidence given at meetings and at site visits which will be used to form the basis of the final report.

6. Reports, Conclusions and Recommendations

- 6.1 Final reports need to be written in clear English which can be easily understood by the lay reader. Over use of jargon and acronyms should be avoided and, if necessary, a glossary should be included as part of the report.
- 6.2 Final reports should be based on facts collected, give a full picture of the issues scrutinised and contain both conclusions and clear recommendations.
- 6.3 Reports should be an expression of the views of the Task and Finish Group on the basis of the evidence received and it is therefore important that members of the Task and Finish Group express their views at the drafting stage.
- 6.4 When reaching conclusions and making recommendations, the members of the Task and Finish Group should endeavour to reach agreement by consensus. However, if agreement cannot be reached, a minority view on a particular issue may be included in the final report, or as part of minority report.
- 6.5 Depending on the topic scrutinised by the Task and Finish Group and the recommendations made, the final report will be presented to the Management Committee, Cabinet, Council, an Scrutiny Committee or even an outside organisation for consideration and action.