



APSE Briefing: The Sixth Carbon Budget and Local Authority Recommendations

1. Introduction

On the 9 December the UK Climate Change Committee released its Sixth Carbon Budget report which included a number of subset reports and recommendations.

The website for the CCC's Sixth Carbon Budget can be found [here](#).

The report is based on analysis, consultation and consideration by the CCC and its staff. The report is supported by additional reports and specific reports which cover: -

- A Methodology Report
- A Policy Report
- All the charts and data behind the report (and separate datasets for the Sixth Carbon Budget scenarios)
- A public Call for Evidence
- Additional new research projects, three expert advisory groups and deep dives into the roles of local authorities and businesses.

Whilst the totality of the reports provide a much more detailed and comprehensive picture of the challenges and opportunities, to reach the net zero target for the UK, this briefing concentrates on the specific local authority report. Further APSE briefings will consider other reports within the Sixth Carbon Budget series, such as the specific reports on Waste, Surface Transport, Buildings and Electricity Generation.

This briefing is therefore intended to bring APSE Members a rapid oversight of the recommendations contained with the Local Authorities Report, prepared by Louise Marix Evans on behalf of the CCC. In doing so, many APSE member councils will recognise, through the recommendations, the concerns that they raised through the survey conducted by APSE contributing to this specific workstream and report.

2. Findings of the Report

The specific Local Authorities report reflects that there is a disconnect between the differing tiers of Government, and the ability to act on climate change, in seeking to achieve net zero. Government policy at a national level does not always connect to the plans, powers and ambitions otherwise sitting at a Combined Authority, Local Authority or indeed Town and Parish level. It notes that this is not fully the case in Scotland and Wales, where arguably there is much greater integration in climate change aims and ambitions.

A specific area of concern in the report identifies the role of Planning and the inadequacies of the Planning Policy Framework in achieving zero carbon ambitions. This centres on a number of areas including delays between consent being granted and buildings which are then erected with outdated fossil fuel boilers, inability to truly specify zero carbon specifications in Planning matters, and the complex processes which often fails to holistically align schemes which include transport, heat networks and buildings, including retrofit schemes.

The report also identifies the willingness of local authorities to 'build back greener' as part of their COVID-19 recovery plans. It accepts that there is a necessary coordination role for local councils and that this will require fair funding, as well as an alignment of powers and levers, to support carbon reductions across local authority areas and regions (not just in terms of their own emissions) which includes businesses, LEPS and other local partners, institutions and public engagement.

3. Key areas of reporting

The report identifies how local authorities can support the implementation of the Sixth Carbon Budget through the following core areas of delivery, but as referenced above, there are further detailed reports in each of these areas which will be the subject of specific APSE briefings. These are: -

- Buildings which can be found on page 71 onwards
- Transport which can be found on page 81 onwards
- Waste which can be found on page 88 onwards
- Electricity Generation which can be found on page 94 onwards
- Land use, Land-use change and Forestry and Agriculture on page 100 onwards

The following highlights the above areas to include the specific recommendations extracted directly from the report. It should be noted that not all areas will be considered 'equal' in terms of the capacity for carbon reductions in these areas to reduce overall carbon emissions. However, this approach does start to build a better picture of some of the practical interventions that local authorities could look to implement

3.1 Buildings

The CCC recommends that no new gas boilers should be sold beyond 2033. Supply chains for heat pumps will need to scale up to replace this, with over a million heat pumps being installed

each year by 2030, up from around 20,000 per year today. No new gas boilers will be installed in new homes from 2025.

- **From 2028 onwards no new fossil-fuel boilers should be installed in off-gas grid areas;** and remaining rural oil boilers will phase out by around 2050.
- **Public and commercial buildings will phase out gas with no new boilers installed from 2030 and no new oil boilers in 2025/26.** Energy efficiency programmes will support in-use performance standards. Public buildings should achieve an EPC C rating from 2028.
- **Existing district heating networks will switch to low-carbon sources** (electric heat pumps/hydrogen) in the 2030s. Heat networks will be developed in areas of dense heat demand, cities and towns.
- **By 2025 at the latest all new homes will be genuinely zero carbon using electric heat pumps or low-carbon district heating,** and the energy performance gap will be closed through post-occupation monitoring. Embodied emissions in construction can be reduced through the use of more UK sourced wood in construction.
- **Energy demand in buildings will reduce and become flexible,** batteries and smart appliances will enable a shift in consumption from peak demand times to periods when renewable energy is available.
- **Co-benefits will be warmer, healthier homes that are affordable to heat.** Jobs in the home energy efficiency and installer supply chain spread across the whole country including customer service, installation and maintenance. Homes will not overheat and will be well-adapted for climate impacts.

APSE comment. There is a critical role for local authorities in facilitating change at a local level. Local authorities are well versed in managing efficiently and effectively large-scale projects. With many councils returning housing stock for example to direct management models, opportunities are presented for large scale retrofit programmes, on a size which will allow for rapid interventions linked to new green energy, construction jobs and skills development, with, for example, the roll out of replacement boiler programmes. Housing and construction managers will be critical in the development of sustainable sourcing of materials and resources and those managing public assets have the opportunity to green the existing and future stock of public buildings.

3.2 Transport

The CCC's recommended Sixth Carbon Budget pathway sees a rapid shift to electric vehicles over the 2020s and 2030s, alongside a shift away from car journeys wherever possible, and a shift to low-carbon HGVs. In particular:

- **By 2032 at the latest all sales of new cars and vans should be electric. This means that by 2030 over a third of all cars are likely to be electric vehicles (EVs),** and the EV share of the

fleet is expected to be nearly 90% by 2040. To deliver this change a steep scale up of chargers from current levels is needed across all UK regions. This will also require upgrades to the local electricity distribution network.

- **A third of the HGV fleet should be low-carbon in 2035**, though trials of low-carbon options will need to take place before then. The main HGV transition to battery, overhead wires and hydrogen fuel cells is expected to take place during the 2040s. Driver efficiency and logistics improvements such as urban consolidation centres are expected to reduce HGV and van kilometres driven during the 2020s.
- **Constraining the growth in vehicle mileage is vital to reducing emissions**, even as EVs replace petrol and diesel cars. Car and van mileage can be reduced by 7-16% by 2030 and 12-34% by 2050 against today's levels. There should be:
 - o Greater investment in resilient digital technologies mobile connectivity and fibre broadband to drive the societal and technological changes that reduce trips by home working and online conferencing
 - o Shifting 33 – 35% of trips to walking, cycling and public transport such as shorter trips, for cities this can be higher
 - o Increasing car occupancy rates through ride sharing and mobility as a service and car clubs
 - o Van demand should reduce through a combination of last mile local deliveries by e-cargo bike and on foot, mini-consolidation centres, a reduction in failed deliveries and experienced driver or routing technologies.
- **The bus fleet should become zero emission** through electrification or hydrogen.
- **All diesel trains should be replaced by 2040**. Rail freight fleet will also be renewed.
- **Local benefits of reduced traffic are better air quality** which improves health, physical and mental health benefits from active travel, health sector savings, improved public realm from lower traffic volumes, reduced congestion, safer roads for walking and cycling, economic benefits from public transport linkages and ease of access to work, services and job creation from micro-logistics. Car and van drivers will benefit from savings in fuel costs.

APSE comment. There is both a strategic and operation role for local authorities in decarbonising transport – not least in the facilitation of EV charging and infrastructure at a community level. The integration of more walking and cycling routes has been expedited by the ability to test and pilot some of these schemes as councils emerged from the health pandemic. Concerns will no doubt remain amongst local authorities around funding and planning, which the report rightfully acknowledges. There are however opportunities for further

skills and capacity to be developed in services such as Highways and Street Lighting to assist in the delivery of recommendations in this area of carbon reduction.

3.3 Waste

The CCC's recommended Sixth Carbon Budget pathway sees a reduction in waste due to improvements in recycling, a phase-out of biogenic waste going to landfill and carbon capture and storage installed on both new and existing energy-from-waste facilities. In particular:

- **Reductions in waste and ramping up recycling rates.** Recycling rates (recycling, anaerobic digestion (AD) and composting) need to rise to 70% across UK by 2030 (and by 2025 in Scotland and Wales). Total waste arisings should be reduced by up to 33% by 2037 from baseline projections, through improved product design, light-weighting & standards, asset sharing & repair, deposit return schemes and extended producer responsibilities. Household edible food waste should be reduced by 50% by 2030 (reaching 46kg per person) and 60% by 2050, compared to 2007 levels, and similar % reduction targets should be achieved by the commercial food sector.
- **Phase out wastes sent to landfill and improve landfill management.** Sending biodegradable waste to landfill should be banned by 2025, with a significant ramp-up in recycling, AD and composting. A complete ban on sending all waste to landfill should be considered by 2040, provided sufficient treatment facilities are available (and not just additional incineration). Further action is required to reduce landfill methane emissions, through methane capture and oxidation.
- **Improvements to reduce emissions from waste water treatment** need to start in the early 2020s, in order to reduce emissions by at least 20% by 2030. This is a role for the water utilities and Ofwat.
- **GHG emissions from compost should be reduced by over 20% by 2030**, and this can be achieved by approximately a third of composting facilities installing forced aeration technology. Local authorities should send more garden waste to compost (with this service provided free to households).
- **Carbon Capture and Storage is needed to ensure that Energy from Waste** facilities are close to zero carbon by 2050, starting with those in industrial clusters, and over time reaching smaller facilities further from CO₂ storage locations. Incineration and other forms of power/heat generation from waste will increasingly become the final step on the waste hierarchy, only used after materials have been recycled several times. In the CCC's scenarios, by 2050 all EFW plants have fitted with CCS starting from the 2030s.
- **Co-benefits:** food cost savings for residents and businesses, health benefits of diet and meal planning, reduced food poverty and cost savings for collection authorities. Emissions reduction, efficiency and increased competitiveness for UK industries using recycled rather than raw materials.

APSE comment. Many councils have already made significant efforts in waste management through encouraging waste reduction, recycling and routes such as composting, as well as ongoing efforts to reduce landfill. The waste and resources strategy, whilst a live area of policy will however require supported funding. In particular historic investment in waste disposal through PFI based schemes has arguably hindered a more agile approach to the future treatment of waste and the ability to switch treatment and recycling stream options. In some areas alternative means of disposal has led to longer travel distances from collection to 'grate' adding to sector concerns about how they can best respond to the climate challenges. With a number of outstanding or developing policy issues across the UK in areas such as deposit return schemes, greater emphasis on producer responsibility for waste reduction and potential divergence between UK Administrations the sector will need to continue to share best practice and innovative developments to meet the challenges.

3.4. Electricity generation

The CCC's recommended Sixth Carbon Budget pathway sees a continued scale up in renewables and low-carbon generation. Electricity consumption is expected to double between 2020 and 2050 due to the increased electrification of heating and transport, and the use of electricity to produce low-carbon hydrogen. The carbon intensity of the grid is expected to decline to around 50 gCO₂/kWh by 2030 and around 1-2 gCO₂/kWh by 2050, from over 200 gCO₂/kWh today.

Deploying low-carbon generation, including variable renewables and dispatchable low-carbon generation.

- Under the CCC's Balanced Pathway, demand for electricity will increase by 50% by 2035 and 100% by 2050, reflecting increasing electrification of the economy (e.g. use of electric vehicles in transport).
- With offshore wind as the backbone of the energy system, renewables could contribute up to 90% of generation by 2050.* The aim should be for 75-140 GW of offshore wind capacity by 2050, up from 40 GW in 2030.
- No single technology can deliver all the generation that is needed to meet new electricity demands, meaning that a portfolio of zero-carbon generation technologies will be needed, also including onshore wind, solar and nuclear. Bioenergy with carbon capture and storage (BECCS) could provide capacity and generation, while also delivering greenhouse gas removals (see section 2a).
- To manage a system based largely on variable generation, there will need to be greater flexibility. That includes from demand (including demand-side response, and use of surplus generation for hydrogen production), from storage and interconnection, and from use of dispatchable low-carbon generation (e.g. hydrogen, gas with CCS).

• **Moving completely away from unabated fossil fuel generation.** After the end of coal generation by 2024, this will require phasing out the use of unabated gas for electricity

generation. The Government should commit to achieving this by 2035, subject to ensuring security of supply.

APSE comment. Many local authorities, particularly those within APSE Energy have already committed to Municipal Energy schemes including sourcing, and indeed production, of renewable energy. There has already been significant investment in solar, wind and hydro energy. However the recommendations of the CCC suggest a step up in activity in this area will need to be significant to respond to the increased electrification of the economy and increase in demand. As stewards of local place APSE envisages a significant role for the local authority in coordinating schemes across their own and surrounding areas, including supporting local businesses and residents to transition to renewables.

3.5 Land use, Land-use change & Forestry and Agriculture

The CCC's scenarios for 2050 see a reduction in agricultural emissions associated with a shift in diets, and increased tree-planting and peatland restoration restoring the UK's land use (outside of agriculture) to be a carbon sink.

- Afforestation rates need to rise steeply from 13,000 hectares in 2019/20 to 30,000 ha/year by 2030 and need to continue to rise to 50,000 ha/year from 2035. Woodland cover in the UK will need to rise from today's 13% towards 19% in 2050. This will be a mix of conifer and broadleaf with about 1:3 conifer to broadleaf in England, equal proportions in Wales and 3:1 conifer to broadleaf in Scotland. The integration of farming and woodland will result in around 40% of grassland being planted to trees, through forestry, woodlands, shelter and contour belts.
- The CCC's scenarios envisage a 20% reduction in the consumption of all meat and dairy products by 2030, rising to 35% or more by 2050. Between 2000 and 2018 meat consumption fell by 6% and dairy products by 16%, so this is also a more dramatic change in dietary habits and production than in the past decade. There will be more plant-based production and a reduction in beef, lamb and dairy.
- Related to agricultural land-use and production changes, there will be an increase in agroforestry, the production of energy crops for biomass and improved soil and manure management. By 2050 up to around 5% of agricultural land will be producing sustainable biomass energy crops, and the reduction in livestock will enable this change.
- Peatland restoration and sustainable management is needed. Upland peat areas (moorland) need to be restored by 2045. Lowland peatland that is not in agricultural production (i.e. 10% of lowland peat) needs to be returned to conservation management by 2030. Sites where peat has been extracted need to be re-wetted by 2035 and can then be used to grow sphagnum moss for horticultural use. Grassland peat also needs to be restored, with areas still in use for crops being more sustainably managed through cover crops and seasonal wetting. Peat extraction, peat burning and peat use in horticulture should cease as soon as possible, or by 2021.

- Urban green infrastructure should be increased for climate adaptation, cooling and flood alleviation, providing carbon reduction and clean air. The principle is to increase urban green space.
- Co-benefits include flood prevention, water quality improvements, cleaner air, jobs in planting, management and maintenance, biomass and timber supply chains, biodiversity and for leisure, walking and cycling, education and volunteering opportunities.

APSE comment. The report makes some very sensible recommendations surrounding the planned management of land use, forestry and agriculture. In recent years media-grabbing announcements about the volume of trees to be planted were greeted with scepticism by local authority landscape professionals due to a lack of consideration of short and mid-term nurture and long-term maintenance, the need for biodiversity and sympathetic consideration of different geographies. An area of concern, for many local authorities, is that the funding priorities for parks and greenspace, has been diminished through austerity and there will be an urgent need to consider the climate change implications of these decisions from both the prism of prevention and adaptation.

4. Recommendations to Government

The report makes the following recommendations to Government. These are extrapolated directly from the report:-

Recommendations to Government

In order to enable local authorities to effectively deliver climate action in the UK, the Government will need to develop clear policy, including guidance on the role of local authorities in delivering Net Zero, and empower local authorities with appropriate levels of funding and support.

Policy

- 1. Develop a Net Zero Delivery Framework which aligns and clarifies national, sub-national, regional and local delivery roles and areas for collaboration as part of the Government's forthcoming Net Zero Strategy.** It should provide clear outcomes and direction to reduce uncertainty, provide additional powers where needed, identify public and private investment and enable flexible delivery at the faster pace of ambitious areas. This should also allow local authorities to set higher standards through the planning system.
- 2. Consider introducing a Duty on local authorities to act in accordance with Net Zero** by delivering climate action plans within a common reporting system*. *A corresponding recommendation to local authorities is to develop standardised reporting and benchmarking, the Government should encourage and support this, and should receive data and use it for policy making. Any new duty should be fully funded.*
- 3. Make policies consistent with delivering Net Zero** by reviewing evidence provided in this and other reports, and in requests from local authorities. Government should remove blocks and

align powers and policies to be consistent with delivering Net Zero. This is important for Planning policies, financial appraisal and managing public transport as a whole system.

4. Support area wide planning for regional delivery of energy, transport systems and building retrofit. This planning should support governance and delivery stakeholders and a strong social process for public engagement. It should include robust Local Area Energy Planning that identifies heat zones for buildings, building retrofit priorities. It should also include city-wide or area-wide transport planning for decarbonised transport. A Duty to Collaborate between agencies and local authorities could be considered.

** However, learn from Scotland about why they are changing / simplifying their reporting system*

Funding and Support

5. Increase funding and support for local authorities to develop skills and capacity to plan and implement climate action across both emissions reduction and climate adaptation in their local areas. This should include sufficient core funding and training to ensure that climate skills are embedded in all roles and that there is widespread access to specialist energy and retrofit skills.

6. Provide coherent cross-departmental support on climate action, building on the positive models of OLEV, HNDU and Sustainable Scotland Network support to local authorities. This should support local authority staff to deliver on buildings and transport decarbonisation in particular. Such offices should enable seamless communication between government officials and local authority officers.

7. Introduce significant, non-competitive long-term investment in retrofit, heat decarbonisation infrastructure and public transport and give flexibility to local authorities to blend budgets to deliver multiple co-benefits. Short-term competitive funding for narrowly specified projects with tight bidding times makes it very hard for smaller authorities with less capacity to apply and concentrates funding in certain areas. HMT should ensure that funding is made over longer time periods to enable better delivery. Government should ensure the National Infrastructure Bank finances Net Zero schemes and that the UK Shared Prosperity Fund provides long-term funding through development funds to kick start infrastructure investments at scale which can be refinanced at a later date.

8. Align public spending with Net Zero: Review the Government's Green Book policy guidance, and business case tools, such as DfT's WebTag, to incorporate a stronger focus on carbon reduction and co-benefits in business cases and financial appraisal. Funding allocated directly to LEPs and Combined Authorities for economic development should strongly align with the Net Zero agenda.

9. Ensure that funds for pilot and innovation projects include budget for evaluation and for the longer-term consideration of replication and scaling up viable models. The CCC's scenarios identify large gaps in national policy for buildings and transport decarbonisation. Without action

to fill these gaps, projects are likely to remain stuck at the pilot stage. Note: not everything will work.

Communications and Engagement

10. Deliver a national climate communications and public engagement programme that can be tailored at a local level. Funding to local authorities and their partners to deliver such a programme will enable public engagement and support local delivery of shared national objectives.

5. Recommendations for local authorities

The report makes the following recommendations for local authorities. These are again extrapolated directly from the report: -

Local authorities are well placed to deliver climate action in the UK, and should be supported to do so. Local authorities looking to act on climate change should consider the following overarching priorities:*

(* Actions relating to cutting emissions in key sectors are suggested in Chapter 3 of the report.)

- 1. Develop Net Zero or Climate Action Plans with delivery projects** that prepare the area to make the transition to net zero choices from 2030, and align with climate adaptation, biodiversity net gain and other key local strategies. Include immediate actions that kick-start delivery now and that support low-carbon and green skills and jobs.
- 2. Monitor and report on progress in reducing emissions** to local communities and government. Where possible share standardised data, benchmark and provide clear evidence to inform policy.
- 3. Conduct policy and service reviews** to align policy, spending and functions with Net Zero. Identify contradictions, then put in place mitigation plans to align them at a future date and reduce emissions in the meantime. Develop project and financial appraisal systems that include emissions and climate impacts.
- 4. Implement training and capacity building** to deliver Net Zero within the local authority and with key suppliers and contractors. Climate, energy, sustainability and carbon understanding needs to be embedded in the whole authority, across staff and systems. Increasingly specialist skills will be needed around energy systems. Climate change should be central to Elected Member and Senior Director training.
- 5. Develop capacity to innovate and scale up.** Climate change action plans help identify future delivery projects for when funding becomes available. Local authorities should prioritise applying for funding and managing funds if successful. *This recommendation sits alongside the recommendation to government to implement longer term funding windows, longer periods for*

funding and flexibility to blend funding streams. It is also backed by a recommendation for more funding for local authorities to act on climate change.

6. Collaborate with neighbouring and cross-tier local authorities and other key delivery bodies on strategies and plans which ensure systems-wide transformation is coherent and supportive of Net Zero. This should include energy, transport, housing, infrastructure and skills. This should enable local authorities to cluster to share skills, expertise, achieve economies of scale and deliver more effectively. Local area energy plans should be conducted at a scale larger than small district councils and with awareness of the wider energy assets in the region.

7. Develop Green Finance know-how. Private sector investment and Green Finance will be required to deliver the scale of the change needed. Local authority legal and finance teams, and project delivery teams will need to develop their knowledge of the finance industry.

8. Communicate and engage with local communities, businesses and partners on Net Zero so that a mandate for action is maintained. Support community action with citizens, schools, businesses and other groups. Assess the skills needed locally to deliver the transition, developing green and low-carbon jobs and supporting a resilient recovery.

9. Local authority pension funds should disclose their approach to assessing and managing climate risks and should consider investing in Net Zero aligned schemes within their legal duties.

APSE concluding comments

The volume of policy areas covered within the overall sixth carbon budget means that many of the recommendations will have a direct or indirect application in a local authority setting. It is clear that the overall policy recommendations, with regard to local authorities, reflects the much broader coordination role of the local authority in bringing together institutions, businesses and individuals in reducing carbon emissions. The report(s) also reflect that whilst overall emissions from local authorities are relatively small the greater significance rests with the area, or regional, approaches to reducing emissions, which can be anchored in the direct actions at a municipal level or at least coordinated; including the role of Combined Authorities and Mayoral actions.

Whilst there are some details in the full report which reflects on actions and funding so far by Central Governments, there is also significant references to alternative sources of finances. APSE would contend that carbon reduction must not be a route to unhindered marketisation or capitalisation on carbon reduction; whilst clearly there is a place for private investment, which would assist in the research and development of new technologies, there should be a balanced approach which supports state funding of rapid interventions – for example retrofitting of public housing and assets. This type of approach would enable some very quick wins with a number of authorities reporting that they have ‘shovel ready’ projects if funding can be secured.

These state-led interventions could also help to achieve the Governments stated aim of ‘levelling up’ in areas where such projects can be readily aligned to new green jobs and skills, as well as improving on the physical assets, and landscapes within areas, transport connectivity and

skills for the new economy. There are ample opportunities beyond the retrofit example referred to above. For example, investment in waste and recycling processing, with newer and greener technologies, which could place the UK in a leading position within Europe; within green energy whereby the public estate can be leveraged to provide new sources of affordable and reliable renewable energy. Public realm, including parks, could also be part of the solution, following European examples of floodable public realm in flood alleviation and prevention measures, as well as sympathetic tree planting to cope with urban heat islands, and in other areas to capture carbon as well as increase biodiversity. Many APSE member councils have not simply declared a climate emergency but a climate and ecological emergency.

Therefore, there is much to be welcomed in the sixth carbon budget and the Local Authorities report in particular, in recognising the core role of local authorities in tackling climate change. However, the current state of local authority finances will continue to be an issue in tackling climate change. Short term financing as seen in the Spending Review ([see APSE Briefing 20-91](#)) is unhelpful for the planning of long-term outcomes; equally large capital pots mean little if there is no further revenue support to maintain projects; typically for example, tree plantings schemes which offer no funding to ensure the long-term maintenance and good governance of woodlands and parks.

Government(s) need to clearly see local government as a key ally in the journey to reach net zero. They need to be consistent and coherent in policy, particularly around Planning powers in order to allow councils to repurpose and reshape local place. For local government, APSE is encouraging our member authorities to ensure that in line with their climate change action plans they build in a net zero test to all capital, revenue and procurement spend across all services they provide.

APSE offers APSE members a range of support on climate changes matters. All APSE member councils can access the Climate Change and Renewables Network. You can sign up to receive updates from the group including invitations to network meetings with guest speakers using [this link](#). APSE training, which is part of APSE's not-for-profit services to members, runs a highly successful carbon literacy training course. As recommended in the Sixth Carbon budget education and training on climate change will be critical to organisational responses to the challenges, and this course can be accessed at reduced member rates. [You can use this link to view upcoming courses.](#)

APSE Energy is a bespoke member network for those councils who already are, or are planning to develop, innovative approaches to reducing carbon in energy supplies, including support in developing renewable energy strategies and implementation support. [You can view more about APSE Energy using this link.](#)

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